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ABSTRACT

The study of Educational Resources and Federal Funding (SERFF) examines the allocation and use of funds provided to school districts and schools through Goals 2000 and five of the largest Elementary and Secondary Education Act (ESEA) programs for the 1997-98 school year. It also examines how program funds are used for various strategies for improving student achievement and how the use of resources varied across schools and districts. It analyzed the proportion of funds used for instruction, instructional support, administration, and other purposes, as well as the proportion of funds used at the district and school levels. The report outlines the targeting of these program funds at the district and school levels and how targeting has changed since the 1994 reauthorization of the ESEA. The six programs in the study accounted for 41 percent of total federal revenues for elementary and secondary education for 1997-98. Four of the programs provided funding to a large majority of school districts through formula grants, whereas two offered competitive grants to a smaller number of districts. Data were collected from a stratified sample of 720 school in 180 districts. Each of the six federal education programs had different priorities and provisions governing the allocation of funds among states, school districts, and other agencies. (Detailed statistics are provided in 93 tables.) (RJM)

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Study of Education Resources and Federal Funding:

Preliminary Report

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Study of Educational Resources and Federal Funding: Preliminary Report Executive Summary

Background and Purpose

The enactment of the Goals 2000: Educate America Act and the 1994 reauthorization of the Elementary and Secondary Education Act (ESEA) brought important changes in the federal role in elementary and secondary education. Categorical programs were redesigned to provide more flexible support for educational improvement in a framework of challenging state standards, assessments aligned with those standards, and capacity building through sustained professional development in core academic subjects. Goals 2000 has supported state and local activities in developing aligned standards, assessments, curricula, teacher preparation, and professional development.

The Study of Education Resources and Federal Funding (SERFF) examines the allocation and use of funds provided to school districts and schools through Goals 2000 and five of the largest ESEA programs for FY 1997, which corresponds to the 1997-98 school year. In addition, the study explores similarities and differences between Title I and state compensatory education programs. The six federal programs included in this study are:

- Title I, Part A: Helping Disadvantaged Children Meet High Standards, Grants to LEAs
- Title II: Eisenhower Professional Development Program, Elementary and Secondary Programs
- Title III, Section 3132: Technology Literacy Challenge Fund
- Title IV: Safe and Drug-Free Schools and Communities, State and Local Agency Programs
- Title VI: Innovative Education Program Strategies
- Goals 2000: Educate America Act, State and Local Systemic Improvement

The study examines the extent to which program funds are used for various strategies for improving student achievement, including professional development, technology, extended time, and schoolwide reform and improvement, and how the use of resources varies across schools and districts. The study examines the proportion of funds used for instruction, instructional support, administration, and other purposes, as well as the proportion of funds used at the district and school levels. The report also examines the targeting of these program funds at the district and school levels and how targeting has changed since the 1994 reauthorization of the Elementary and Secondary Education Act.

This preliminary report presents initial findings from the SERFF. A more comprehensive report will be completed later in 1999. The final report will contain additional information on how funds from the six federal programs were spent at the state, district and school levels. For Title I, the report will examine the share of funds used for teachers, aides, technology, and professional development, comparing high- and low-poverty schools as well as elementary and secondary schools. The final report will examine Title I comparability issues, including levels of staffing and total resources provided before and after Title I funds are added, as well as class sizes and pupil/teacher ratios. The final

report will also examine the financial contribution of Title I in comparison to state compensatory education programs, for the nation as a whole and within individual states.

Overview of the federal programs under study

The six programs in this study accounted for 41 percent of total federal revenues for elementary and secondary education for 1997-98, and 2.7 percent of federal, state, and local revenues. Title I, Part A is by far the largest of the six programs ($7.3 billion), followed by Goals 2000 ($476 million), Title IV ($425 million), Title VI ($310 million), Title II ($260 million), and the Technology Literacy Challenge Fund ($200 million).

Four of the programs provide funding to a large majority of school districts through formula grants, while two provide competitive grants to a smaller number of districts. All 14,000 school districts are eligible to receive funds from Title II, Title IV, and Title VI, and Title I funds go to 12,900 districts (93 percent of the districts). In contrast, Goals 2000 provided competitive grants to 6,700 districts (47 percent) and Title III grants supported technology programs in 2,600 districts (18 percent).

Study design

Data were collected from a stratified random sample of 720 schools in 180 districts, drawn from a sample of 1500 districts used in an Urban Institute study called Reports on Reform from the Field. At the district level, a questionnaire on the uses of funds was administered from each of the programs in this study, and also collected information on expenditures from federal programs, personnel data, and Title I allocations to schools. At the school level, a questionnaire was administered on programs and resources available in the school, with a focus on professional development, technology, and Title I. Surveys of classroom teachers, Title I teachers, special education teachers, and Title I aides were also conducted. These surveys were distributed to "Title I" teachers and aides in both targeted assistance and schoolwide programs if they were identified by their schools as being paid through Title I funds. Information on the uses of Title I funds at the school level was collected if available. In addition, the study collected information from all 50 states and the District of Columbia on state suballocations of program funds to school districts. All data collected was for the 1997-98 school year (FY 1997 appropriations) unless otherwise indicated.

Analyses of school and teacher level data in this report often examined differences between high- and low-poverty schools, elementary and secondary schools, Title I and non-Title I schools, and Title I schoolwide and targeted assistance programs. School poverty levels were based on the percentage of students eligible for the free and reduced-price lunch program (in contrast to district poverty levels, which were based on census poverty data). The term "highest-poverty schools" was used to refer to schools where at least 75 percent of the students were eligible for free or reduced-price lunches. "High-poverty schools" included all schools at or above the 50 percent poverty level, and "low-poverty schools" included schools below 35 percent poverty.

Targeting of Federal Funds

Each of the six federal education programs in this study has different priorities and provisions governing the allocation of funds among states, school districts, and other agencies. For all six programs, the Department of Education allocates funds to states in accordance with statutory formulas, and the states then suballocate the funds to school districts and other agencies eligible to receive the funds, either through formula (Titles I, II, IV, and VI) or through competitive grants (Title III and Goals 2000). Numbers of poor school-age children are a factor in allocations for five of the six programs.

- **Federal education programs in general were much more targeted to high-poverty districts than were state and local funds.** Districts in the highest-poverty quartile, which have 25 percent of the nation's school-age children and 49 percent of the nation's poor children, received 43 percent of federal funds but only 23 percent of state and local funds. In contrast, districts in the lowest-poverty quartile, which have 25 percent of all children and 7 percent of the poor children, received 11 percent of federal funds but 30 percent of state and local funds.

- **Although state revenues were somewhat targeted to high-poverty districts, they did not fully compensate for funding disparities related to the local property tax base.** Districts in the highest-poverty quartile received 18 percent of local education revenues and 27 percent of state education revenues, but their share of state and local funds combined (23 percent) was still less than their share of school-age children (25 percent). Districts in the lowest-poverty quartile received 39 percent of local revenues, more than double the amount in the highest-poverty quartile.

- **Title I targeted the most funding to high-poverty districts, but other federal programs also targeted significant shares of funding to these districts.** Districts in the highest-poverty quartile received one-half (49 percent) of Title I funds and about one-third of the funds from Title II (35 percent), Title III (36 percent), Title IV (33 percent), Title VI (34 percent), and Goals 2000 (33 percent). Districts in the lowest-poverty quartile received 7 percent of Title I funds and somewhat higher shares from Title II (17 percent), Title III (11 percent), Title IV (21 percent), Title VI (17 percent), and Goals 2000 (15 percent).

- **The 1994 reauthorization had little impact on district-level targeting.** For all five programs in this study that existed in FY 1994, the distribution of funds among district poverty quartiles was virtually the same in FY 1997 as in FY 1994. Title I funds continue to go to 93 percent of all school districts, the same percentage as in 1987-88.

- **At the school level, however, Title I targeting increased considerably after the 1994 reauthorization.** Title I funds now go to nearly all (95 percent) of the highest-poverty schools (where 75 percent or more of the students were eligible for free or reduced-price lunches), up from 79 percent in the 1993-94 school year.

- **The highest-poverty schools received 46 percent of Title I funds allocated to schools in the 1997-98 school year, although they accounted for only 27 percent of Title I schools.** Schools with poverty of 50 percent or more received 73 percent of Title I funds. Low-poverty schools received only 18 percent of the funds, although they accounted for 33 percent of Title I schools.

- **However, low-poverty schools tend to receive substantially larger allocations per low-income student ($773) compared with the highest-poverty schools ($475).** Overall, funding for Title I schools amounted to $472 per low-income student.

- **The above school allocation data underestimates total school-level spending for Title I, because 16 percent of Title I funds are used for districtwide programs and services related to instruction and instructional support -- services that affect teachers and students in schools throughout the district, although they are not allocated to individual schools.** In addition, because the allocation data are based on FY 1997 appropriations, the average allocation amounts may seem low compared to current (FY 1999) appropriations levels, which are 7 percent higher than in FY 1997. If the school allocation estimates are adjusted to take both of these factors into account, the average school funding level rises from $472 to $613 per low-income student for the 1999-2000 school year, and ranges from $617 in the highest-poverty schools to $1,001 in the low-poverty schools.

- **Secondary schools received 15 percent of all Title I funds allocated to schools, substantially less than their share of the nation's low-income students (33 percent).** In part this was because secondary schools were less likely to receive Title I funds than elementary schools; in addition, secondary schools that did receive Title I funds tended to receive smaller allocations than elementary schools ($372 and $495, respectively).

- **However, the highest-poverty secondary schools received allocations that were comparable in size to those in the highest-poverty elementary schools ($446 and $479, respectively).** Moreover, changes made in the 1994 reauthorization resulted in a dramatic increase in the proportion of the highest-poverty secondary schools that receive Title I funds, from 61 percent in 1993-94 to 93 percent by 1997-98.

- **For the other federal programs in this study, most districts used the funds for services for all schools in the district or all schools (or teachers) that wanted to participate.** Districts did not usually target these funds to schools with high concentrations of low-income students or low-achieving students. One-fourth of Goals 2000 coordinators reported that funds were targeted to schools with low student achievement, but this practice was less likely for Title II (9 percent) and Title VI (4 percent). Some districts targeted Title II and Title VI funds to schools identified for improvement under Title I (14 percent of Title II districts and 11 percent of Title VI districts). About one-sixth (17 percent) of the districts targeted Title VI funds to schools that received fewer resources from other federal programs or other sources.

Use of Federal Funds for Instruction, Instructional Support, and Administration

Funds for the six programs in this study may be used at the school or the district level for a variety of strategies for supporting teachers and students. For Title I, districts allocate a substantial share of the resources to individual schools to permit them to design and implement programs that meet the needs of their specific student populations. In contrast, funds for the other five programs are primarily used for districtwide programs and services related to instruction and instructional support.

- **For Title I, districts used 92 percent of the funds for instruction and instructional support.** School districts allocated 75 percent of their Title I dollars to individual public schools and 1 percent for services for students in private schools. Districts used 16 percent of the funds to support districtwide programs and services related to instruction and instructional support, including teachers and support staff who serve more than one school, districtwide preschool and summer school programs, professional development, technology, and parent involvement programs. Program administration accounted for 8 percent of Title I funds.

- **Districts also used high percentages of the funds from other federal programs for instruction and instructional support, ranging from 97 percent for Title II, 96 percent for Goals 2000, 94 percent for Title VI, and 92 percent for Title IV.** Funds from these programs were used primarily for district-wide services and resources that affect teachers and students in schools throughout the district, although they were not allocated to individual schools.

  This approach is not surprising, since districts receive much smaller allocations from these programs (e.g., an average of $87,000 for Goals 2000 and $18,000 for Title II) than from Title I ($521,000). While Title I funds may be of sufficient magnitude to be used for employing teachers or aides within individual schools, it may be more effective to use the smaller amounts of money from other programs to support districtwide efforts to improve teaching and learning through professional development, implementing standards, and other strategies.

- **Program administration at the district and school levels ranged from 3 to 8 percent of program funds.** Spending on program administration accounted for 8 percent of spending under Title I and Safe and Drug-Free Schools and Communities, 6 percent under Title VI, 4 percent under Goals 2000, and 3 percent under the Title II Eisenhower program.

Improving the Skills and Knowledge of Teachers

Four ESEA programs and Goals 2000 provided an estimated $771 million in FY 1997 funds to support professional development to improve the skills of teachers and other staff. The Title II Eisenhower Program provided a total of $310 million through elementary/secondary grants to school districts ($260 million) and grants to institutions of higher education ($50 million). Title I expenditures on professional development at the district and school levels amounted to $191 million, and Goals 2000 expenditures provided an additional $187 million. Districts also used Title VI ($43 million) and Title IV ($41 million) funds for professional development activities.

- **Topics of professional development supported by federal programs were generally aligned with the purpose of the programs.** Professional development focused on curriculum or instruction specific to reading or language arts was the highest priority for Title I directors, two-thirds of whom (66 percent) reported using funds "a great deal" for this topic. Goals 2000 funds predominantly supported activities related to content or performance standards, enabling students to meet proficiency standards, and assessments linked to standards. Title II funds were most often used for activities focused on math and science curriculum and instruction, followed by content and performance standards.

- **Teachers participated in professional development activities focused on specific content areas such as mathematics or reading more than any other topic.** Classroom teachers reported participating in 13 hours of professional development on this topic in the 1997-98 school year (23 hours for teachers in the highest-poverty schools). Other activities included parent or community involvement (7 hours), teaching academically, ethnically, or linguistically diverse learners (7 hours), integrating technology into instruction (6 hours), developing teachers skills in using technology (5 hours), and content or performance standards (5 hours).

- **Two-thirds of districts and schools reported that professional development activities focused "a great deal" on content and performance standards.** In general, schools and districts in the study supported similar professional development topics.

- **Workshops, conferences, and institutes were the most prevalent type of professional development activity.** Teachers were far more likely to attend workshops, conferences, or institutes than participate in any other professional development activity, and nearly all schools and districts reported supporting teachers' attendance at these activities.

- **Many teachers also reported some participation in less traditional and more collaborative forms of professional development.** Of these activities, teachers spent the most time on planning lessons or courses with other teachers (25 hours in 1997-98). Teachers spent an average of 8 hours on developing curriculum, 7 hours on developing content standards or student assessments, and 3 hours observing other teachers in their classrooms. While many schools, districts, and federal program coordinators reported supporting teacher involvement in collaborative work, few teachers reported receiving release time to participate in activities.

- **Decision making about the use of professional development funds in general and Title II funds in particular varied somewhat across districts.** District curriculum administrators were primary decisionmakers about the use of all professional development and Title II funds in somewhat over half of the districts (55 percent and 54 percent, respectively), while Title II coordinators were primary decisionmakers in just under half of the districts (45 percent and 46 percent, respectively). Districts most often cited student performance data and assessment of teacher needs as the data sources that were extremely influential in making decisions about the use of these funds.

Increasing Access to Technology

Four ESEA programs and Goals 2000 provided an estimated $647 million in FY 1997 funds to support increased access to technology in school districts and schools. Two programs focused on technology, the Technology Literacy Challenge Fund and Technology Innovation Challenge Grants, provided $257 million, or 40 percent of this total amount. District and school spending on technology from Title I amounted to $237 million, nearly as much as the funds appropriated for the two technology-focused programs. Significant support for technology also came from Goals 2000 ($84 million) and Title VI ($69 million).

- **Districts used technology funds primarily to purchase computers and provide professional development related to using technology.** Most districts reported using these funds "a great deal" to increase teachers' and students' access to computers (83 percent of districts), to develop teachers' skills in using technology (75 percent), to integrate technology into classroom instruction (72 percent), and to increase students' access to the Internet (71 percent).

- **Federal funds paid for one-fourth (24 percent) of the new computers that schools received during the 1997-98 school year.** State and local funds paid for two-thirds (64 percent) of the new computers, and private sources (which may include parent-teacher associations, businesses, and foundations) provided 12 percent of the new computers.

- **Federal funds were a much more significant source of support for new computers in high-poverty schools.** In the highest-poverty schools, Title I funds alone paid for 26 percent of the new computers and federal funds from all sources paid for 49 percent of the new computers. In contrast, low-poverty schools received a relatively small proportion of their new computers either from Title I (4 percent) or from federal funds overall (15 percent).

- **Overall, however, high-poverty schools had less access to technology than low-poverty schools in terms of the quantity, quality, and connectivity of computers.** Even after using federal funds, the highest-poverty schools received fewer new computers in the 1997-98 school year (12.6) than the low-poverty schools (16.4). Consistent with this finding, the highest-poverty schools had only one computer for every 17 students, while low-poverty schools had one computer for every 12 students. Computers in the highest-poverty elementary schools were less likely to be more advanced multimedia computers (39 percent of computers, vs. 52 percent in low-poverty schools) or to be connected to the Internet (22 percent vs. 34 percent).

- **Most teachers reported that their lessons required students to use computers, but relatively few incorporated use of computers on a daily basis** (28 percent of elementary classroom teachers and 8 percent of secondary classroom teachers).

- **Teachers typically did not integrate use of the Internet into instructional activities.** About 62 percent of elementary and 71 percent of secondary classroom teachers reported that their lessons "never" or "hardly ever" required students to use the Internet.

- **A major barrier to effective use of technology was insufficient teacher understanding of ways to integrate technology into the curriculum,** according to 70 percent of school principals and 45 percent of classroom teachers. However, teachers were more likely to express concern about an insufficient number of computers, lack of software integrated with the school's curriculum, and insufficient technical support. To address the knowledge barrier, more than 80 percent of districts indicated that professional development had focused "a great deal" on developing teachers' skills in using technology.

Helping Students At-Risk of Failing to Meet Educational Standards

Title I, the largest federal education program, provided $7.3 billion in FY 1997 to support district and school efforts to help disadvantaged children meet high standards. In addition, many states also funded compensatory education programs to provide additional resources to schools with economically or educationally disadvantaged children.

- **School districts emphasized different strategies for using Title I and state compensatory education funds.** For Title I, districts emphasized three primary strategies: providing supplemental targeted academic services to students, providing professional development linked to standards, and supporting school-based improvement efforts. In contrast, almost all districts operating state compensatory education programs reported that these funds were focused on supporting school-based improvement efforts (90 percent, compared with 44 percent for Title I).

- **Schoolwide programs accounted for nearly half (45 percent) of Title I schools and an even higher share (60 percent) of the funds.** Over four-fifths (82 percent) of Title I schools that were eligible to operate schoolwide programs were doing so, and an additional 12 percent were considering doing so.

- **Although 36 percent of targeted assistance schools reported that they have reduced their use of pullout programs in recent years, this model continues to be widely used.** About three-fourths (72 percent) of elementary targeted assistance schools served Title I students in pullout programs, and these programs served 63 percent of the Title I students. However, in-class models were almost as prevalent, used in 66 percent of elementary targeted assistance schools and serving 65 percent of the Title I students. About 38 percent of elementary targeted assistance schools offered both pullout and in-class services. Schoolwide programs were less likely to use the pullout model (48 percent of elementary schoolwides).

- **Title I teachers spent two-thirds of their time working with students.** Title I teachers reported that they spent 66 percent of their time in instructional activities. This instructional time was primarily spent in resource rooms (i.e., pullout) and departmentalized classes, which accounted for 49 percent of their time. Title I teachers spent 14 percent of their time teaching students in in-class settings, and another 3 percent on informal tutoring. The remaining time was used for planning, preparation, and grading (19 percent of total time); consulting with other staff (6 percent); interacting with parents (3 percent); and administrative duties (6 percent).

- **Paraprofessionals were used in many Title I schools for teaching and helping to teach students, although their educational backgrounds did not qualify many of them for such responsibilities.** Half of the instructional staff supported through Title I were paraprofessionals. Title I teacher aides reported that 60 percent of their time, on average, was spent on teaching or helping to teach students. Moreover, 41 percent of Title I teacher aides reported that half or more of the time they spent teaching or helping to teach students was on their own, without a teacher present, and 76 percent spent at least some time teaching without a teacher present. Although 99 percent of Title I teacher aides had a high school diploma or a GED, only 19 percent (and 10 percent in the highest-poverty schools) had a bachelor's degree.

Preschool and Extended Time Programs

Districts and schools often seek to increase instructional time for students — particularly at-risk students — through preschool programs that help prepare students for their subsequent schooling experiences; programs that provide additional instructional time during the regular school year (before school, after school, and on the weekends); and summer school programs that provide additional instruction outside of the normal school year.

- **Preschool programs were offered in one-third (32 percent) of all elementary schools and enrolled 28 percent of the estimated preschool-age population** in the school attendance areas for schools offering these programs. Preschool programs were much more prevalent in the highest-poverty schools (61 percent) than in low-poverty schools (14 percent), and also served a higher proportion of the preschool-age population in the highest-poverty schools (35 percent, compared with 21 percent in the low-poverty schools.

- **Two-thirds of all schools offered extended-time instructional or tutorial programs during the school year through before-school, after-school, or weekend programs.** Secondary schools were more likely to offer extended-time programs (79 percent) than elementary schools (54 percent). High-poverty schools were also more likely to provide extended-time programs (74 percent of the highest-poverty elementary schools, compared with 36 percent of low-poverty elementary schools). Similarly, extended-time programs were offered in 74 percent of elementary schools with Title I schoolwide programs, compared with 50 percent of elementary targeted assistance schools and 38 percent of non-Title I elementary schools. One-fourth (23 percent) of Title I targeted assistance schools reported that their use of extended-time programs had increased since the 1993-94 school year.

- **High-poverty schools were more likely than low-poverty schools to offer extended-time instructional programs, and this difference was particularly pronounced at the elementary school level.** Three-fourths (74 percent) of the highest-poverty elementary schools offered extended time programs, compared with only 36 percent of lowest-poverty elementary schools.

- **After-school instructional programs were more widely used than before-school or weekend programs for instruction during the school year.** At the elementary level, 48 percent of

schools offered after-school programs, 15 percent offered before-school programs, and 2 percent offered weekend programs. Among secondary schools, 73 percent offered after-school programs, 34 percent offered before-school programs, and 14 percent offered weekend programs.

- **Schools that offered extended-time programs typically served a small percentage of their students in these programs.** Extended-time instructional programs during the school year (before- and after-school and weekend programs) served only 16 percent of the students in high-poverty schools that offered such programs and 11 percent of the students in Title I schools with these programs. Elementary and secondary schools served similar proportions of their students in extended time programs (12 percent and 10 percent, respectively). Additional instructional time provided through these programs added about 10 percent to the amount of time students spent in school during the school year.

- **Summer school programs were offered in 56 percent of all schools and served somewhat higher percentages of the students in schools that offered these programs (20 percent), compared with extended-time programs during the school year (11 percent).** Summer programs were more prevalent in the highest-poverty schools (65 percent), but tended to serve a small proportion of the students in these schools (17 percent). Secondary schools were more likely to offer summer school (66 percent) than were elementary schools (51 percent), and the percentage of secondary schools with summer programs was consistently high across high- and low-poverty schools as well as across Title I and non-Title I schools.

Standards-Based Reform and the Goals 2000 Program

The Goals 2000 program provided $476 million in FY 1997 funds to 6,700 school districts throughout the country to promote systemic educational reform, primarily by supporting the development and implementation of state and district content and student performance standards. Districts sometimes targeted Goals 2000 funds to schools with low student achievement (23 percent), but more often used the funds to serve all schools in the district (35 percent) or all schools or teachers who wished to participate (39 percent).

- **Districts most commonly used Goals 2000 funds to improve teachers' ability to teach to high standards.** Most districts (89 percent) used Goals 2000 funds "a great deal" to provide professional development linked to standards. About three-quarters of the districts used the funds for aligning curriculum and instruction with standards (76 percent) or for developing assessments linked to standards (70 percent).

- **Professional development supported with Goals 2000 funds most commonly addressed state or district content or performance standards and enabling students to meet state or district proficiency standards** — each topic supported "a great deal" by 71 percent of districts. Other topics frequently supported include assessments linked to standards (46 percent), curriculum and instruction specific to reading or language arts (40 percent), and teaching academically, ethnically, or linguistically diverse learners (39 percent).

- **Goals 2000 administrators and district curriculum and instructional administrators were the primary decisionmakers about the allocation and use of Goals 2000 funds.** Nonetheless, decisionmaking was collaborative: almost half of district Goals 2000 coordinators (44 percent) reported that decisions about the use of funds were made jointly by districts and schools, while almost one-third of the districts (29 percent) reported making decisions at the district level, but with input from schools.

- **Almost three-quarters of districts (71 percent) reported that the long-term district plan was "extremely influential" in making decisions about the use of Goals 2000 funds.** Half of the districts (51 percent) reported that student performance data was "extremely influential" in making decisions about the use of Goals 2000 funds.

Title VI - Innovative Education Program Strategies

The Title VI program provided $310 million in FY 1997 to support local innovative strategies consistent with Goals 2000 and the National Education Goals. Funds and services were widely distributed to schools within each district and were generally not targeted to schools based on poverty or student achievement. Forty-three percent of districts provided funds or services to all schools in the district and another quarter provided these resources to all schools or teachers wishing to participate in the program.

- **Title VI funds were most often used to acquire educational materials, including library materials and software.** Fifty-eight percent of districts used funds "a great deal" for this purpose, followed by expanding the use of technology (39 percent) and providing supplemental targeted academic services (34 percent).

- **Title VI funds were less likely than Goals 2000 or Title I funds to be used for activities related to implementing standards,** such as aligning curriculum and instructional materials with standards (13 percent) or professional development linked to standards (13 percent).

- **Larger districts were more likely to use Title VI funds for professional development activities than were smaller districts.** Although only 13 percent of all Title VI districts reported using funds for professional development, these districts enrolled 33 percent of all students. The most commonly supported topics were district or state performance standards, enabling students to meet state or district proficiency standards, building partnerships with parents and community, and reading/language arts curriculum or instruction.

- **Districts most often reported long-term district plans and priorities of individual schools as "extremely influential" priorities in making decisions about the use of Title VI funds.** About a quarter of districts cited student performance data (28 percent) and research showing that particular program models work well (24 percent) as factors that were "extremely influential" in making decisions about the use of Title VI funds.

Safe and Drug-Free Schools and Communities

Title IV, the Safe and Drug-Free Schools and Communities program, provided $425 million in FY 1997 to support school districts' efforts to prevent violence and the use of alcohol, tobacco, and drugs in and around schools. In addition, Title IV funds administered by Governors' Offices provided an additional $106 million to serve children and youth not normally served by school districts and populations that need special services (such as runaway or homeless children, dropouts, teen parents, and youth in detention facilities); these funds are not primarily granted to school districts and thus were not included in this study.

- **The clear priority for districts was to use Title IV funds for strategies that affected student attitudes.** Most districts (83 percent) reported using funds "a great deal" to affect student attitudes related to drugs or violence. Districts also used Title IV funds to strengthen school communities through improving staff knowledge and skills (47 percent) and through building partnerships with parents and the community (26 percent of districts, enrolling 44 percent of students). Given the statute's 20 percent cap on the amount that districts may use for security hardware and personnel, it is not surprising that few districts (4 percent) used funds "a great deal" to improve school security.

- **Title IV funds were used widely to support professional development activities.** About half of the districts (53 percent) used these funds for professional development activities focused "a great deal" on preventing alcohol, tobacco, and other drug use and violence among students. A quarter of the districts (enrolling 40 percent of all students) used Title IV funds for professional development focused "a great deal" on building partnerships with parents and communities.

- **Title IV funds also supported student participation in drug and violence prevention efforts.** Three-fourths of districts (74 percent) used Title IV funds to enable students to attend specialized training in drug and violence prevention. Many districts also used these funds to teach students how to serve as instructors or peer leaders in school-based projects related to drug and violence prevention (57 percent) or to support student participation in school committees, panels, or councils (48 percent).

- **Long-term district plans were most often reported as being "extremely influential" in making such decisions about the use of Title IV funds.** Half of the districts (52 percent) reported being "extremely influenced" in their decisionmaking by rates of alcohol and drug-use among school-age children, while 41 percent reported incidences of violence and crime in schools as a factor.

Chapter I

Purpose and Design of the Study

The enactment of the Goals 2000: Educate America Act and the 1994 reauthorization of the Elementary and Secondary Education Act brought important changes in the federal role in elementary and secondary education. Categorical programs were redesigned to provide more flexible support for educational improvement in a framework of challenging state standards, assessments aligned with those standards, and capacity building through sustained professional development in core academic subjects. Goals 2000 has supported state and local activities in developing aligned standards, assessments, curricula, teacher preparation, and professional development.

The Study of Education Resources and Federal Funding (SERFF) examines the allocation and use of funds provided to school districts and schools through Goals 2000 and five of the largest ESEA programs. In addition, the study explores similarities and differences between Title I of ESEA and state compensatory education programs. The six federal programs included in this study are the following:

- Title I, Part A: Helping Disadvantaged Children Meet High Standards, Grants to LEAs
- Title II: Eisenhower Professional Development Program, Elementary and Secondary Programs
- Title III, Section 3132: Technology Literacy Challenge Fund
- Title IV: Safe and Drug-Free Schools and Communities, State and Local Agency Programs
- Title VI: Innovative Education Program Strategies
- Goals 2000: Educate America Act, State and Local Systemic Improvement

The study examines the targeting of these program funds at the district and school levels and how targeting has changed since the 1994 reauthorization. The study examines the extent to which program funds are used in strategies for improving student achievement, including extended time, schoolwide reform and improvement, professional development, and technology, and examines how the use of resources varies across schools and districts. It also examines what kinds of expenditures, staff, and activities are typically associated with different strategies, and how resource allocation decisions are made. The study examines the

proportion of funds used for instruction, instructional support, administration, and other purposes, as well as the proportion of funds used at the district and school levels. Finally, the study examines the uses of federal funds for administrative purposes at the state and district levels, and describes the kind of support services provided with these funds.

This preliminary report presents initial findings from the SERFF. A more comprehensive report will be completed later in 1999. The final report will contain additional information on how funds from the six federal programs were spent at the state, district and school level, including the share of funds used for instruction, instructional support, and administration. For Title I, the report will examine the share of funds used for teachers, aides, technology, and professional development in high- and low-poverty schools and in elementary vs. secondary schools. The final report will examine Title I comparability issues, including levels of staffing and total resources provided before and after Title I funds are added, as well as class sizes and pupil/teacher ratios. The final report will also examine the financial contribution of Title I in comparison to state compensatory education programs, for the nation as a whole and within individual states.

Overview of the federal education programs included in this study

The six federal education programs included in this study were selected because they are among the largest federal programs supporting elementary and secondary education. These six programs were funded at a total of $8.97 billion in FY 1997. Title I, Part A is by far the largest of the six programs ($7.3 billion), followed by Goals 2000 ($476 million), Title IV ($425 million), Title VI ($310 million), Title II ($260 million), and the Technology Literacy Challenge Fund ($200 million).

This study focuses only on those parts of each program that primarily provide grants directly to LEAs. Thus, the study does not include certain components of Title II, Title IV, and Goals 2000:

- Title II. The study includes grants for elementary/secondary programs ($260 million in FY 1997) and does not include funds allocated to institutions of higher education working in partnership with school districts and schools ($50 million).

- Title IV. The study includes state and local agency programs ($425 million) and does not include funds administered by Governors' offices ($106 million), which are used primarily to serve children and youth not normally served by school districts and populations that need special services (such as runaway or homeless children, dropouts, teen parents, and youth in detention facilities).

- Goals 2000. The study includes Title III grants for state and local systemic improvement ($476 million) and does not include Title IV parental assistance grants ($15 million), which are primarily allocated to parental information and resource centers.

The six programs accounted for 41 percent of total federal revenues and 2.7 percent of total federal, state, and local revenues for elementary and secondary education for 1997-98 (Exhibit I-1). The largest of the six programs, Title I, provided 2.2 percent of total revenues. Overall, total federal revenues accounted for 6.6 percent of total revenues from all sources. Although federal programs provide a relatively small percentage of total funding for elementary-secondary education, they may play a larger role in supporting specific educational needs and strategies — an issue that will be explored in this report.

Exhibit I-1
Percentage of Federal and Total Elementary-Secondary Revenues Provided Through the Six Programs in This Study, 1997-98 [1]

	Funding ($ in millions)	Percent of Total Federal Revenues	Percent of Total Revenues
Title I, Part A — Grants to LEAs	$7,295	33.5%	2.2%
Title II — Elementary and Secondary Programs	$260	1.2%	0.1%
Title III — Technology Literacy Challenge Fund	$200	0.9%	0.1%
Title IV — State and Local Agency Programs	$425	1.9%	0.1%
Title VI — State and Local Programs	$310	1.4%	0.1%
Goals 2000 — State and Local Systemic Improvement	$476	2.2%	0.1%
Total of six programs	$8,966	41.1%	2.7%
Total federal revenues for elementary-secondary education	$21,807		6.6%
Total revenues for elementary-secondary education (all sources)	$328,407		

Exhibit reads: **Title I, Part A Grants to LEAs amounted to 33.5 percent of federal revenues for elementary and secondary education and 2.2 percent of total elementary-secondary revenues from all sources.**

Source: U.S. Department of Education

[1] Funding for individual federal programs is based on FY 1997 appropriations, which were primarily intended for use in the 1997-98 school year. Total elementary-secondary revenues for 1997-98 from federal sources and all sources were estimated based on 1995-96 revenues of $19,104,019 and $287,702,844 (respectively) reported in NCES (1999), *Digest of Education Statistics: 1998*, Table 157, and inflated by the 14.1 percent projected increase in current expenditures from 1995-96 to 1997-98 reported in NCES (1998), *Projections of Education Statistics to 2008*, Table 34.

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Other major federal programs that are not covered in this study include the school lunch and breakfast programs administered by the U.S. Department of Agriculture (27 percent of federal revenues) and special education programs authorized under the Individuals with Disabilities Education Act (19 percent).

Of the six federal programs in this study, four provide funding to a large majority of school districts through formula grants, while two provide competitive grants to a smaller number of districts. All 14,000 school districts are eligible to receive funds from Title II, Title IV, and Title VI, and Title I funds go to 12,900 districts (92 percent of the districts). In contrast, Goals 2000 provided competitive grants to 6,700 districts (47 percent) and Title III grants supported technology programs in 2,600 districts (18 percent).

The following paragraphs provide brief descriptions of the purposes of each of the six programs.

Title I, Helping Disadvantaged Children Meet High Standards

The largest program funded under the ESEA, Title I (Part A) provides well over $7 billion in aid to school systems across the country to improve education for children at risk of school failure who live in low-income communities. Its funding reaches more than 11 million children annually. Three-fourths of the funds are allocated to individual public schools, which may use their Title I funds either for additional services and resources for "Title I students" who have been identified as most at risk of school failure (targeted assistance programs), or, if the school's poverty rate is 50 percent or higher, for schoolwide programs that use Title I funds to improve the quality of educational programs and services throughout the school.

Title II, the Dwight D. Eisenhower Professional Development Program

Title II provides funding for professional development of teachers and other staff, with a primary focus on improving teachers' skills for teaching mathematics and science. The 1994 reauthorization also provided school districts with new flexibility to use some TitleII funds for professional development in other core academic subjects. The program is intended to support sustained and intensive, high-quality professional development that is aligned with state content and performance standards.

Title III, Technology Literacy Challenge Funds

This program supports a comprehensive system for elementary and secondary schools to acquire and use technology and technology-enhanced curricula, instruction, and administrative support resources and services to improve the delivery of educational services. It is dedicated to using advanced technology to help all students develop problem-

solving skills and achieve high academic standards, as well as achieve technological proficiency.

Title IV, Safe and Drug-Free Schools and Communities

Reauthorization expanded the purpose of this program, adding violence prevention to the goal of limiting drug use. The program's goals and authorized activities center on meeting the national education goal of safe and drug-free schools, and on creating and maintaining safe, disciplined, and drug-free environments for learning.

Title VI, Innovative Education Program Strategies

Title VI provides support for state and local educational improvement activities. These include standards-based reform, statewide and local capacity building, and academic improvement.

Goals 2000, Educate America Act

This program provides support to states, local communities and schools to help design and implement the school improvements most needed locally. It creates a partnership between the federal government and states and communities working to improve their schools. States are asked to (1) set challenging academic standards; (2) develop their own comprehensive education reforms; and (3) do this with broad-based grassroots parental involvement. In return, the federal government provides funds and flexibility.

Research questions

The Study of Education Resources and Federal Funding examines questions about how funds from six federal programs are used to support improved student learning. Broadly, the research questions for this study can be divided into three lines of inquiry: where do the federal dollars go, what does the money buy, and how do districts and schools decide how to allocate these resources?

Three lines of inquiry guide the study. Broadly, the study examines where these federal funds go, what the money buys, and the direct benefits to students and teachers. The study also shows how federal funds are combined with funds from state and local sources to meet the needs of students. Descriptions of the three primary research questions follow:

Where does the money go?

The principle goal of Title I is to improve the education of children living in low-income communities by providing supplemental funding to the schools and districts serving these children. Most of the other programs under study also have allocation formulas linked in some way to concentrations of poverty. The reauthorization of ESEA in 1994 intended to increase the proportion of funds received by high-poverty schools and districts. Has this happened? How have changes in the Title I formula affected the targeting of funds across these six federal programs? Do high-poverty districts and schools receive a larger share? Have average allocations per child and per child in poverty changed since reauthorization in high- versus low-poverty schools?

What does the money buy?

How are federal education funds used to support improved student learning, and to what extent are funds used for strategies highlighted in the reauthorized Elementary and Secondary Education Act, (e.g., professional development, extended time, parent involvement, coordinated services, Title I schoolwide programs, drug prevention programs)? For each of these strategies and for each federal program overall, how do districts and schools use the funds? What percentage of program funds is spent on salaries and benefits for teachers, aides, administrators, counselors and other certified staff, and clerical staff; instructional materials; technology; assessment; and across other areas and activities?

How are resource-allocation decisions made?

Who controls decisions (i.e., school district vs. school, federal program coordinator alone vs. together with principal/teacher)? What factors are considered in decisionmaking? What are the differences and similarities between Title I and state compensatory education programs regarding flexibility in the use of funds? Do schools perceive greater flexibility over resource allocation decisions since reauthorization? What is the impact of increases or decreases in federal program funds in the decisionmaking process?

Design of the study

Sample design

Data were collected from a nationally representative sample of states, districts, and schools. The study used a stratified random sample of 720 schools in 180 districts.

State sample

The state-level data collection included all 50 states and the District of Columbia. The sample of 180 school districts are located in 41 of the states.

School district sample

The sample of 180 school districts was drawn from a sampling frame of 1500 districts used in an Urban Institute study called Reports on Reform from the Field. This sampling frame was stratified by district size (measured by enrollment) and student poverty (measured by the number of students eligible for free or reduced-price lunches).

The district sample is nationally representative and thus is also representative for programs that provide funds to all or most school districts (Titles I, II, IV, and VI). However, two of the programs in this study provide discretionary grants to a somewhat smaller number of districts; in FY 1997, 6,700 districts received Goals 2000 funds and about 2,600 districts received Title III technology grants. Because only 35 of the responding districts received Title III grants (and only 12 of these provided information on program expenditures), the report does not present data for Title III districts but focuses more broadly on the uses of federal and other resources for technology across all districts. In the case of Goals 2000, there were 99 responding districts that received Goals 2000 funds (compared with, for example, 144 responding districts that received Title I funds), and 53 of these districts provided information on program expenditures; we concluded that these numbers are sufficient to warrant reporting study results for Goals 2000 districts.

School sample

Within the sample of 180 districts, 720 sample schools were selected to permit comparisons between schools with different poverty levels, grade levels (elementary and secondary), and Title I programs (Title I schoolwide, Title I targeted assistance, and non-Title I schools). To reflect the nationwide ratio of elementary to secondary schools, the sample included 540 elementary and 180 secondary schools.

Data collection instruments and procedures

Data collection was conducted between March and September 1998. All data are for the 1997-98 school year (FY 1997 appropriations) unless otherwise indicated. Study team members first sought state assistance in notifying the sample districts and securing their participation in the study. We also asked districts to help in distributing the school-level data collection instruments and obtaining the completed survey forms.

Data collection instruments included survey questionnaires as well as requests for existing documents and materials showing the allocation and uses of federal program funds. These documents and materials could include budgets, plans, and personnel and payroll records. To ease respondent burden, data were accepted in whatever format was easiest for the respondent to provide, including electronic files, pre-existing printouts or reports, and/or completion of tables included in the request for documents and materials.

State-level data collection

All of the states were asked to submit information showing their suballocations or grants made to school districts and other agencies from each of the six federal programs in the study. States were also asked to provide information on state-level uses of funds from these programs, including budgets, plans, and/or personnel information. States were also specifically asked to provide the number of full-time equivalent (FTE) state-level employees funded through each federal program.

District-level data collection

The district questionnaire asked about strategies and activities supported by funds for professional development and technology generally as well as for individual programs covered in this study. The study also asked about the decision-making processes that districts used to decide how to use these resources. The questionnaire did not ask specifically about the uses of funds from the Technology Literacy Challenge Fund because there was more interest in learning about how districts used technology funds generally.

Districts were also sent two requests for documents and materials. The first, sent to the district director of federal programs, asked for budgets (by object and function) and/or plans for each federal program, overall budgets for professional development and technology, allocations to individual schools from Title I and (if applicable) state compensatory education, school enrollment and low-income counts, and school-level budgets for Title I and (if available) other federal programs in the study. The second request, sent to the district director of fiscal services, asked for the district's published budget for the 1997-98 school year, personnel and payroll reports for selected schools, and employee benefits information.

School-level data collection

The school questionnaire covered programs and resources available in the school, with a focus on professional development, technology, and Title I. Surveys of classroom teachers, Title I teachers, special education teachers, and Title I aides were also conducted. Information on the uses of Title I funds at the school level was collected if available.

Analyses of school and teacher level data in this report often examine differences between high- and low-poverty schools, elementary and secondary schools, Title I and non-Title I schools, and Title I schoolwide and targeted assistance programs. School poverty levels are based on the percentage of students eligible for the free and reduced-price lunch program (in contrast to district poverty levels, which are based on census poverty data). The term "highest-poverty schools" is used to refer to schools where more than 75 percent of the students are eligible for free or reduced-price lunches, "high-poverty schools" include all schools above the 50 percent poverty level, and "low-poverty schools" include schools below 35 percent poverty.

Response rates

District questionnaire

Response rates varied by program component, from 69 percent for state compensatory education to 81 percent for Title I (Exhibit I-2). Some of these responses, however, simply indicated that the district received no funding under this program. For example, for the professional development and Title II component of the survey, 139 of the 141 responding districts indicated that they did receive funding under this program. Of these, 101 districts provided budget information regarding the allocation of these funds within their district.

Exhibit I-2
Number of Districts Responding, by Program Component of the Questionnaire (Sample Size = 180 Districts)

Questionnaire Program Component	Number of Districts Responding	Response Rate	Number Responding Receiving Program Funds	Number Receiving Funds and Providing Program Budget Information
Title I	146	81%	144	117
Professional Development and Title II	141	78%	139	101
Technology and Title III	121	67%	35	12
Title IV	139	77%	136	93
Title VI	141	78%	140	110
Standards-Based Reform and Goals 2000	141	78%	99	53
State Compensatory Education	124	69%	53	21

Exhibit reads: **Out of 180 school districts in the sample, 81 percent (146) responded to the Title I component of the district questionnaire for this study. Of this sample, 144 districts received Title I funds and 117 provided program budget information.**

School questionnaire

Of the 711 sample schools selected for this project (Exhibit I-3), 510 responded[2]. Of these respondent schools, 56 percent were Title I recipients, 79 percent were elementary, and 21 percent had poverty enrollments of 75 percent or greater (Exhibit I-4). Half of the 288 responding Title I schools were schoolwide programs (Exhibit I-5). In addition, 62 percent of the responding Title I schools submitted requested budget and/or expenditure data for use in the study (Exhibit I-3).

Exhibit I-3
Response Rates for Schools

Data Provided	Number of Responding Schools	Respondent Frame	Number of Potential Respondents	Response Rate
Questionnaire	510	All sample schools	711	72%
Title I Budget or Expenditure Data	178	Title I schools responding to questionnaire	288	62%

Exhibit reads: **Out of 711 in the school sample, 510 responded for a response rate of 72 percent.**

[2] The final school sample size was 711; nine schools were dropped because they had been closed before data collection began.

Exhibit I-4
Characteristics of Responding Schools

School Characteristic	Number of Responding Schools	Percent of Responding Schools
Title I	288	56%
Non-Title I	222	44%
Elementary	401	79%
Secondary	109	21%
Highest-Poverty (>= 75%)	108	21%
Mid-Poverty	182	36%
Low-Poverty (< 35%)	220	43%

Exhibit reads: **56 percent of responding schools received Title I funds.**

Exhibit I-5
Characteristics of Responding Title I Schools

Title I School Characteristic	Number of Responding Schools	Percent of Title I Responding Schools
Schoolwide Program	145	50%
Targeted Assistance Program	124	43%
Did Not Specify	19	7%

Exhibit reads: **Fifty percent of responding Title I schools were schoolwide programs.**

Teacher and aide questionnaires

Of the classroom and special education teachers initially specified for this study, completed surveys were received from 65 percent and 62 percent, respectively (Exhibit I-6). These teacher response rates, however, include districts refusing to disseminate surveys to their teachers. (Due to the timing specified for this study, these requests arrived very late in the school year. Therefore, some districts agreed to submit centralized data for inclusion in the study, but refused to send surveys to their teachers.) Of the surveys eventually reaching teachers, the response rates were quite good, ranging from 89 percent to 94 percent for various types of teachers. For the Title I teacher and aide samples, only this latter percentage (i.e. the response rate for those receiving questionnaires) is shown in Exhibit I-4, because the potential number of respondents in schools refusing to participate in this part of the study is unknown.

Exhibit I-6
Response Rates for Teacher and Aide Questionnaires

	Number of responding teachers	Number selected in all sample schools	Response rate	Number of questionnaires sent to participating schools	Response rate for teachers who received questionnaires
Classroom teachers * Departmentalized * Non-departmentalized	1,015 319 677	1,620	65%	1,098	92%
Title I teachers	337	**	**	378	8 9%
Special education teachers	552	886	62%	588	94%
Title I teacher aides	338	**	**	360	94%

** unknown because school Title I status was unknown before data collection

Exhibit reads: **Completed questionnaires were received for 1,015 of the 1,620 classroom teachers in the initial sample for this study (a 65 percent response rate). However, of this initial sample of classroom teachers, 522 did not actually receive questionnaires because their district or school decided not to participate in the study. Of the 1,098 classroom teachers who were sent questionnaires, 92 percent responded.**

Overview of the report

The report is organized into 10 chapters. This first chapter has provided an overview of the research study, including a discussion of the research questions. The second chapter, *The Targeting of Federal Education Program Funds*, addresses the research question, "Where does the money go?" It examines the broad targeting goals of the six programs, and how well these programs are targeted to low-income districts and students. Chapter III, *Use of Federal Funds for Instruction, Instructional Support, and Program Administration* discusses the allocation of federal funds to individual schools, for districtwide programs and services related to instruction and instructional support, and for program administration.

Chapters IV through X address the research question, "What does the money buy?" Chapter IV, *Improving the Skills and Knowledge of Teachers*, addresses the professional development support provided through the federal programs. Chapter V, *Increasing Access to Technology*, analyzes the technology programs supported by the federal programs and the use of technology in student learning. Chapter VI, *Helping Students At-Risk of Failing to Meet Educational Standards*, examines the activities and resources supported through Title I and state compensatory education programs. Chapter VII, *Preschool and Extended-Time Programs*, analyzes the extent to which schools use extended time strategies, as well as the scope and intensity of these programs. Chapter VIII, *Standards-Based Reform and the Goals 2000 Program*, addresses the resource allocation decisions of the Goals 2000 program, including the strategies used in allocating funds and the factors that influence decisions. Chapter IX, *Title VI Innovative Education Program Strategies*, addresses the resource allocation decisions of the Title VI program, including the strategies used in allocating funds and the factors that influence decisions. Chapter X, *Safe and Drug-Free Schools and Communities*, describes the services and resources provided through Title IV funds to reduce or prevent school violence and student use of drugs, alcohol, and tobacco. It also provides insight into the decisionmaking process of such programs.

Chapter II

The Targeting of Federal Education Program Funds

Each of the six federal education programs in this study has different priorities and provisions governing the allocation of funds among states, school districts, and other agencies. For all six programs, the Department of Education allocates funds to states in accordance with statutory formulas, and the states then suballocate the funds to school districts and other agencies eligible to receive the funds, either through formula (Titles I, II, IV, and VI) or through competitive grants (Title III and Goals 2000).

Numbers of poor school-age children are a factor in allocations for five of the six programs. Title I Part A allocations are based primarily on Census Bureau estimates of the number of poor school-age children in each county and school district. Four of the other programs (Titles II, III, IV, and Goals 2000) allocate funds to states based partly on state shares of Title I Part A funds, and thus are indirectly influenced by poverty data (in the case of Title III, state allocations are based solely on Title I Part A allocations).

Counts of all school-age children are used as a basis for state allocations for four of the programs. Title VI allocations are based solely on state shares of total school-age children, and half of the funds for Title II, Title IV, and Goals 2000 are allocated on this basis.

Exhibit II-1 summarizes, for each of the six programs, the basic provisions of the formulas that determine state allocations and the processes by which states then suballocate these funds.

Exhibit II-1
Statutory Provisions Governing the Allocation of Funds to States and Within States in FY 1997

	Formulas for Determining State Allocations	Within-State Allocations
Title I, Part A	Basic Grants (86 percent of Title I Part A funds in FY 1997) are allocated based on the number of formula-eligible children in each county (primarily Census estimates of the number of children aged 5-17 living in poverty), multiplied by 40 percent of the state's per-pupil expenditures (SPPE). Concentration Grants (14 percent) are allocated to eligible counties (those with more than 15 percent or 6,500 formula children) in the same manner as Basic Grants.	SEAs suballocate the funds to school districts based on the number of poor children in each district using the state's choice of poverty measure (most commonly, census or free and reduced-price lunch data). SEAs may retain no more than 1.5 percent for state administration and school improvement activities. Note: Beginning in FY 1999, the federal government will make allocations to the district level rather than based on county-level data. States may reallocate these funds among school districts to take into account boundary changes, charter schools, and, for small districts, alternative poverty data.
Title II	Half of the funds are allocated based on state shares of total funds allocated under Title I, Part A, and half based on state shares of total school-age children (aged 5-17). Each state's funds are then divided between Elementary-Secondary Programs (84 percent) and Higher Education Programs (16 percent).	Elementary-Secondary Programs: Half of the funds are allocated based on school district shares of total funds allocated under Title I, Part A, and half based on district shares of total enrollment. Higher Education Programs: Competitive grants to institutions of higher education and nonprofit agencies working in conjunction with local school districts. States may retain no more than 5 percent for state administration, and an additional 5 percent for state-level activities.
Title III	Allocations are based on state shares of total funds allocated under Title I, Part A.	Competitive grants to school districts.

Exhibit II-1 (continued)	Formulas for Determining State Allocations	Within-State Allocations
Title IV	Half of the funds are allocated based on state shares of total funds allocated under Title I, Part A, and half based on state shares of total school-age children (aged 5-17). Each state's funds are then divided between the State Education Agency (80 percent) and the Governor's Office (20 percent).	State and Local Agency Programs: SEAs suballocate their funds on the basis of formulas that include public and private school enrollments (70 percent) and identified need (30 percent). SEAs may retain no more than 9 percent for state administration and state-level activities. Governors' Programs: Competitive grants, with priority to programs and activities for children and youth not normally served by school districts and populations that need special services or additional resources (such as preschoolers, runaway or homeless children, teen parents, and youth in detention facilities). Governors' Offices may retain no more than 5 percent for state administration.
Title VI	Allocations are based on state shares of total school-age children (aged 5-17).	Formula grants based on school district shares of total enrollment. SEAs may weight district enrollments in order to provide higher per-pupil allocations to districts with high concentrations of poor children or children living in sparsely populated areas. SEAs may retain no more than 15 percent for state administration and state-level activities.
Goals 2000	Half of the funds are allocated based on state shares of total funds allocated under Title I, Part A, and half based on state shares of total funds allocated under Title VI.	Competitive grants to school districts.

District-level targeting

Distribution of FY 1997 funds among high- and low-poverty districts

Federal education funds are much more targeted to high-poverty districts than are state and local funds. In the 1994-95 school year, the districts in the highest-poverty quartile, which had 25 percent of the nation's school-age children and 49 percent of the nation's poor children, received 43 percent of federal funds, compared with only 23 percent of state and local funds. In contrast, districts in the lowest-poverty quartile, which had 25 percent of all children and 7 percent of the poor children, received 11 percent of federal funds but 30 percent of state and local funds (Exhibit II-2).

Exhibit II-2
Distribution of Federal, State, and Local Revenues by District Poverty Quartile, FY 1997

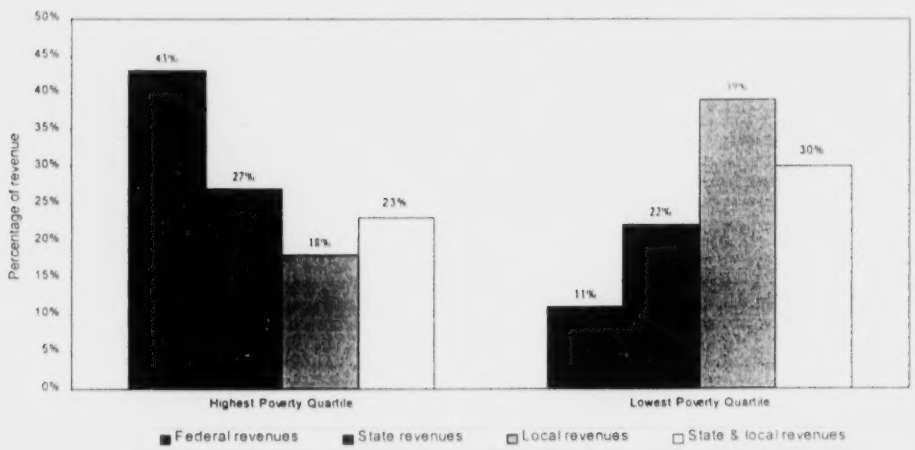

Exhibit reads: **The poorest school districts received 43 percent of all federal revenues, but only 23 percent of state and local revenues.**

Source: U.S. Department of Commerce, Survey of Local Government Finances, School Systems (F-33), 1994-95.

Note: District poverty quartiles are based on Census Bureau estimates of the number of school-age children and poor children living in each district in 1990. The poverty quartiles were established by ranking all districts by the percentage of poor school-age children and then dividing these districts into quartiles such that each contained 25 percent of the school-age chilren. In districts in the highest-poverty quartile, 24.7 percent or more of the school-age children were living in poverty in 1990. In the lowest-poverty quartile, fewer than 7.7 percent of the school-age children were poor.

State funds, on average, compensated partially but not fully for funding disparities related to local property tax bases. Districts in the highest-poverty quartile received 18 percent of local education revenues and 27 percent of state education revenues, but their share of state and local funds combined (23 percent) was still less than their share of school-age children (25 percent).

Of the six federal programs included in this study, Title I was the most strongly targeted to the poorest districts. In FY 1997, districts in the highest-poverty quartile received 49 percent of all Title I funds — the same as these districts' share of the nation's poor school-age children. Similarly, the share of Title I funds allocated to districts in the lowest-poverty quartile was also the same as the proportion of poor children in these districts (7 percent).

Exhibit II-3
Distribution of Revenues from Six Federal Education Programs Across Highest and Lowest Quartiles of Student Poverty, FY 1997

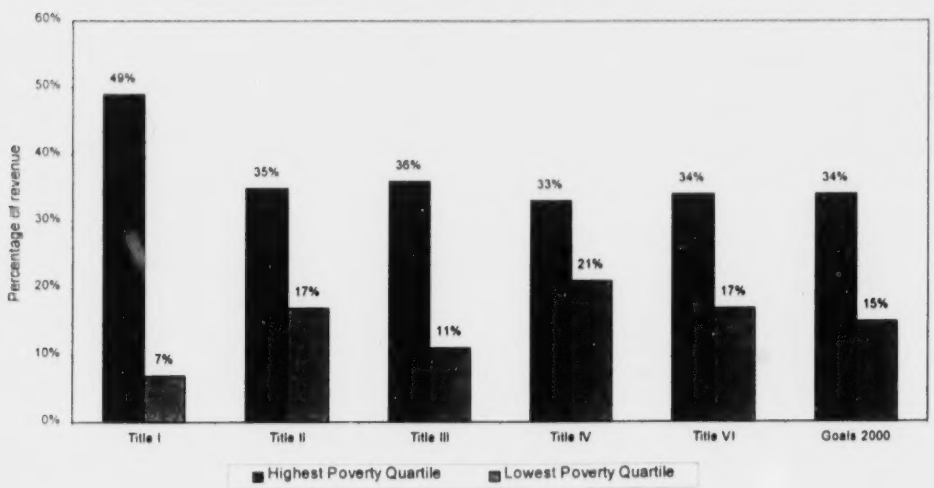

Exhibit reads: **Districts in the highest-poverty quartile received 49 percent of all Title I funds, while districts in the lowest-poverty quartile received 7 percent of the funds.**

Source: Suballocation data from all states

Note: Allocations to consortia of school districts are not broken down into constituent allocations for each district in the consortia; however, these consortia may account for a small proportion of total funds.

For the other five federal programs included in this study, the share allocated to high-poverty districts was also substantially higher than for state and local funds. The share of funds allocated to the poorest quartile of districts was fairly similar across these five programs, ranging from 33 percent for Title IV to 36 percent for Title III. The highest-poverty districts' share of funds from these five programs was higher than their share of all school-age children (25 percent) but less than their share of poor children. The lowest-poverty quartile of districts received anywhere from 11 percent (Title III) to 21 percent (Title IV) of these funds, compared to poverty enrollments of 7 percent.

The distribution of funds by poverty quartile did not appear to vary substantially between formula grants (Titles II, IV, and VI) and discretionary grants (Title III and Goals 2000).

Effects of the 1994 reauthorization on district-level targeting

The formula changes enacted in the 1994 reauthorization have had little effect on the targeting of federal funds at the school district level. For all five programs in this study that existed in FY 1994, the distribution of funds among district poverty quartiles was virtually the same in FY 1997 as in FY 1994. For example, the share going to the poorest quartile of districts was the same in both years for Title I (49 percent), Title II (35 percent), and Title VI (34 percent), and slightly higher in FY 1997 for Title IV and Goals (for both programs, 31 percent in FY 1994 and 33 percent in FY 1997). Title I funds continued to go to 93 percent of all school districts, the same percentage as in 1987-88.

Title I targeting might have been expected to increase after the 1994 reauthorization due to the enactment of a new Targeted Grants formula, but this formula has not been funded. In addition, Congress has substantially increased funding for Concentration Grants since 1994 (including a 49 percent increase for Concentration Grants in FY 1997), but this formula still allocates only 14 percent of total funding. Thus, the overall distribution of funds closely resembles the distribution of Basic Grants, under which 49 percent of the funds goes the poorest quartile of districts (Exhibit II-4).

The Title I statute currently authorizes four different formulas for allocating Title I funds — Basic, Concentration, Targeted, and Incentive Grants — but to date funds have only been appropriated for Basic and Concentration Grants. Exhibit II-4 shows the percentage of funds under each of these formulas that would be received by the highest- and lowest-poverty districts. For the purpose of this analysis, allocations under each formula were simulated using the FY 1997 appropriations level for Concentration Grants.

Exhibit II-4
Distribution of Revenues Under Title I Formulas
by District Poverty Quartile, 1994-95 School Year

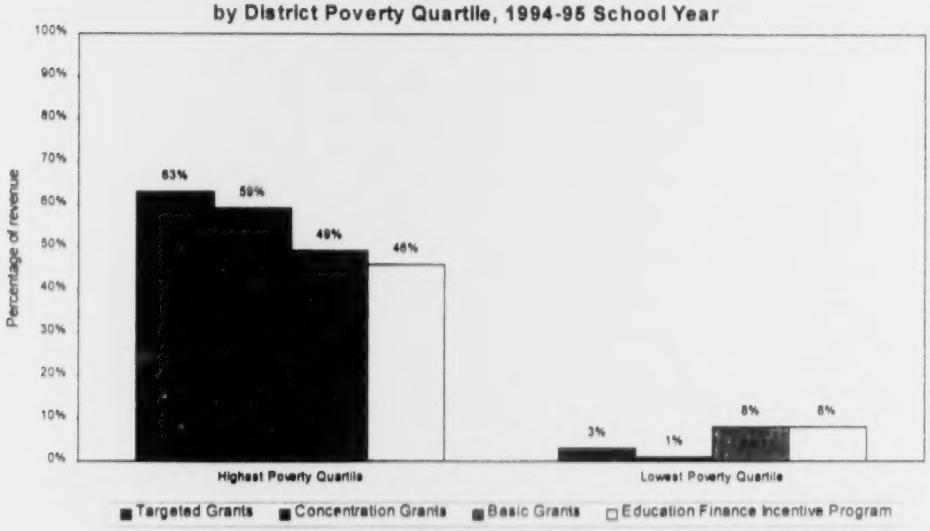

Exhibit reads: **Districts in the highest-poverty quartile would receive 63 percent of the funds under the Targeted Grants formula, compared to 59 percent under Concentration Grants, 49 percent under the Basic Grants, and 46 percent under the Incentive Grants.**

Source: U.S. Department of Education, preliminary allocations to school districts for FY99.

The Targeted Grants formula would direct the most funds to the poorest quartile of districts (63 percent), followed by the Concentration (59 percent) and Basic (49 percent) formulas. The Education Finance Incentive Program is the least targeted of the four allocation formulas, providing only 46 percent to the highest-poverty districts.

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School-level targeting

Title I

At the school level, Title I targeting did increase significantly as a result of the 1994 reauthorization. The proportion of the highest-poverty schools (where 75 percent or more of the students are eligible for free or-reduced-price lunches) that receive Title I funds rose from 79 percent in 1993-94 to 95 percent in 1997-98.[1] Prior to the 1994 reauthorization, schools with moderate poverty rates were nearly as likely to receive Title I funds as the highest-poverty schools. By 1997-98, however, schools with higher poverty rates were much more likely to receive Title I funds than schools with lower poverty rates.

Exhibit II-5
Change in Proportion of Schools that Receive Title I Funds, by School Poverty Level, 1993-94 to 1997-98

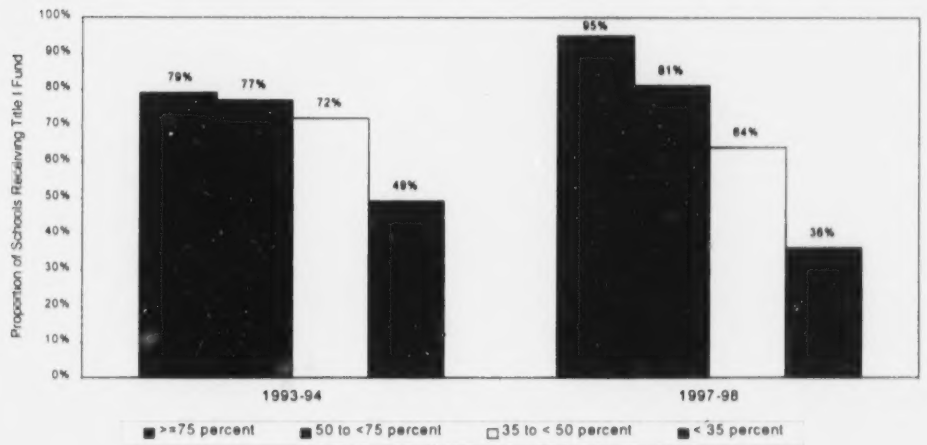

Exhibit reads: **In 1997-98, 95 percent of the highest-poverty schools received Title I funds, up from 79 percent of these schools in 1993-94.**

Source: Stullich, Donly, and Stolzberg (1999), Targeting Schools: Study of Title I Allocations Within School Districts, Washington, DC: U.S. Department of Education.

[1] School poverty levels are based on the percentage of students eligible for the free and reduced-price lunch program, because the census poverty data used for the district-level targeting analysis is not available at the school level. The subsidized lunch program provides a looser definition of "poverty" than the census poverty data; eligibility for free lunches is set at 130 percent of the official poverty line, and eligibility for reduced-price lunches extends up to 185 percent of the poverty line. The number of students eligible for subsidized lunches is roughly double the number meeting the census poverty definition. Nonetheless, the subsidized lunch program provides the only nationally-consistent data on low-income students at the school level.

A majority of Title I schools were found in the highest poverty categories, although low-poverty schools accounted for one-third of all Title I schools. Schools with 50 percent or more low-income students accounted for 52 percent of all Title I schools, and the highest-poverty schools accounted for 27 percent of Title I schools (compared to 33 percent and 16 percent of all schools, respectively). Low-poverty schools (less than 35 percent low-income students) accounted for 33 percent of Title I schools, compared with 54 percent of all schools (Exhibit II-6).

Exhibit II-6
Distribution of Schools, Title I Schools, and Title I Funds, by School Poverty Level

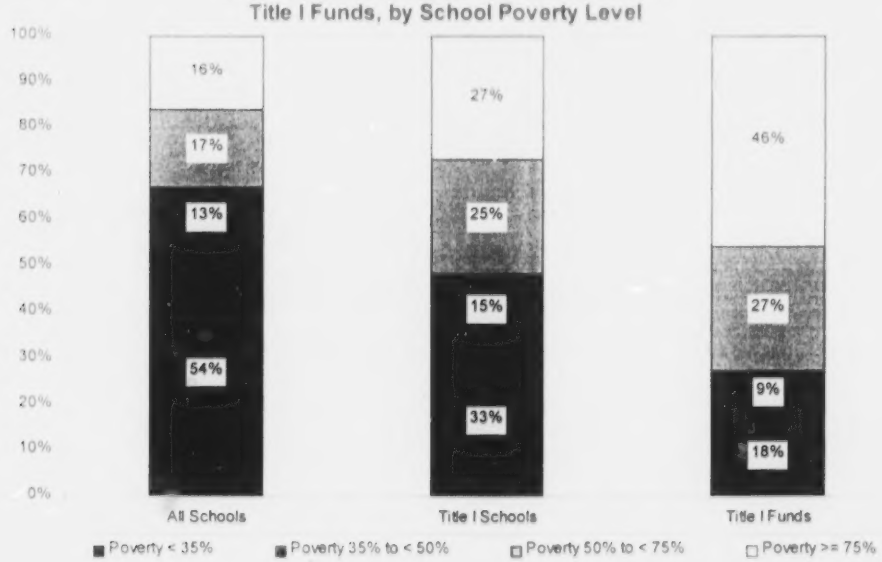

Exhibit reads: **The highest-poverty schools comprised 16 percent of all schools and 27 percent of all Title I schools, and received 46 percent of all Title I funds.**

Source: School allocation data provided by the sample districts

However, Title I funds were more concentrated on high-poverty schools than the distribution of Title I schools would suggest. The highest-poverty schools received nearly half (46 percent) of Title I funds allocated to schools, although they accounted for only 27 percent of all Title I schools. Schools with poverty rates of 50 percent or more received nearly three-fourths (73 percent) of Title I funds. In contrast, low-poverty schools received only 18 percent of Title I funds, although they accounted for 33 percent of Title I schools.

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Indeed, the share of Title I funds going to high-poverty schools was greater than their share of low-income students. The highest-poverty schools had 33 percent of the low-income students (and 14 percent of all students) but received 46 percent of the Title I funds. Conversely, low-poverty schools had 25 percent of the low-income students but received 18 percent of the Title I funds.

Exhibit II-7
Distribution of Students, Poor Students, and Title I Funds Among Schools

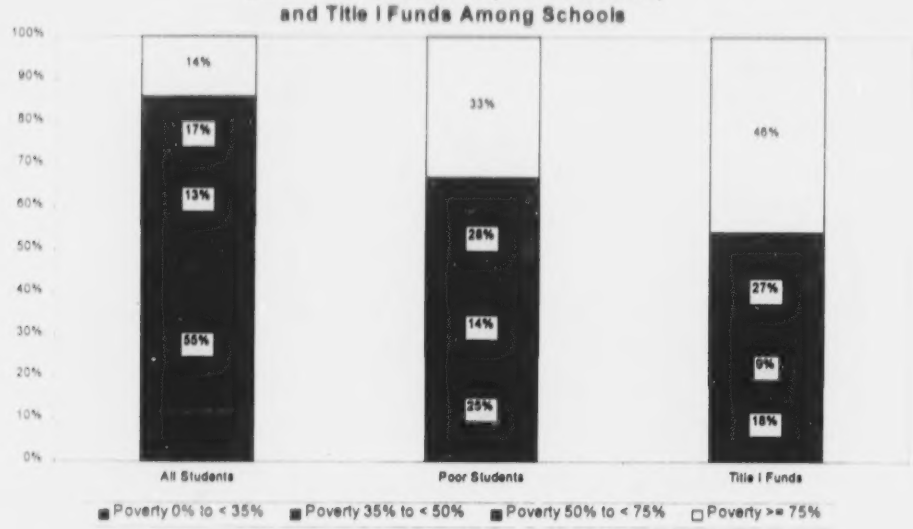

Exhibit reads: **The share of Title I funds received by the nation's highest-poverty schools (46 percent) is greater than their share of the nation's low-income students (33 percent and total enrollment (14 percent).**

Source: School allocation data provided by the sample districts

This funding pattern is consistent with research evidence that high-poverty schools have disproportionately greater need for assistance than low-poverty schools. In high-poverty schools, the poverty level of the school influences the test scores of all students, including those from more advantaged families. Poor students in high-poverty schools are doubly at risk, with lower achievement levels than poor students in low-poverty schools.[2]

[2] Judith Anderson (1992), "Poverty and Achievement: Re-examining the Relationship between School Poverty and Student Achievement," paper presented at the annual meeting of the American Educational Research Association; U.S. Department of Education (1992), National Assessment of the Chapter 1 Program: The Interim Report, Washington, DC: Author, Exhibit 5-1.

Although low-poverty schools accounted for only 18 percent of all Title I funds, they received substantially larger allocations per low-income student compared with schools in the higher poverty categories. Low-poverty schools received $771, on average, compared with $475 for the highest-poverty schools. Schools whose poverty rates were in between those of the highest-poverty and low-poverty schools tended to receive below-average allocations. Overall, allocations for Title I schools amounted to an average of $472 per low-income student (Exhibit II-8). These patterns were consistent for elementary schools and secondary schools as well as across all schools.

Exhibit II-8
Size of Title I School Allocations, by School Poverty Level

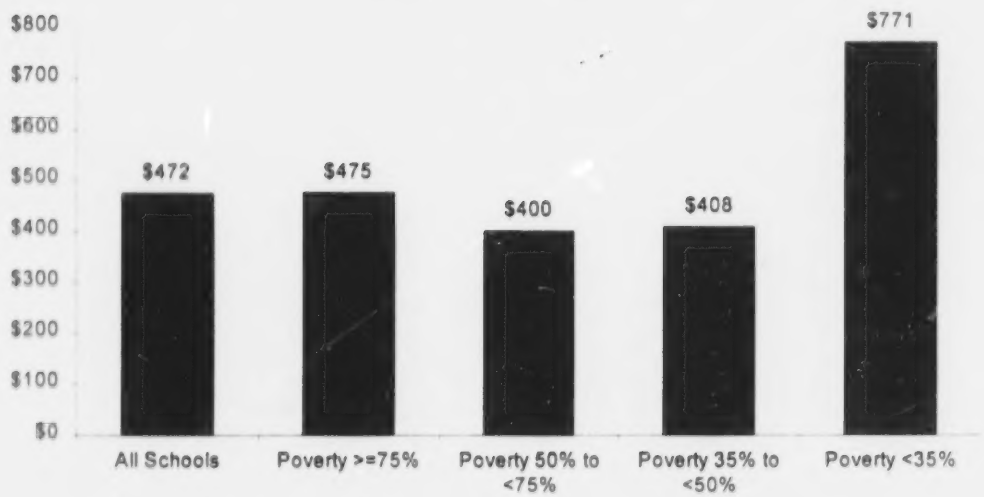

Exhibit reads: **The average Title I allocation per low-income student was $472 across all schools, $475 in the highest-poverty schools, and $771 in the low-poverty schools.**

Source: School allocation data provided by the sample districts

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School allocation data underestimates total school-level spending for Title I, because 16 percent of Title I funds are used for districtwide programs and services related to instruction and instructional support—services that affect teachers and students in schools throughout the district, although they are not allocated to individual schools (see Chapter III). These districtwide instruction-related services include teachers and instructional support staff who serve more than one school, districtwide preschool and summer school programs, and professional development (but not program administration). In addition, because the allocation data (like all data in this study) are based on FY 1997 appropriations, the average allocation amounts may seem low compared to current (FY 1999) appropriations levels, which are 7 percent higher than in FY 1997.

If the school allocation estimates are adjusted to take both of these factors into account, the average school funding level rises from $472 to $613 per low-income student for the 1999-2000 school year.[3] These school funding levels range from $617 in the highest-poverty schools to $1,004 in the lowest-poverty schools, and from $643 in elementary schools to $483 in secondary schools.

Secondary schools received 15 percent of all Title I funds allocated to schools, substantially less than their share of the nation's poor students (33 percent). In part this is because secondary schools are less likely to receive Title I funds than elementary schools: only 29 percent of secondary schools received Title I funds in 1997-98, compared with 67 percent of elementary schools.[4] In addition, secondary schools that did receive Title I funds tended to receive smaller allocations than elementary schools ($372 and $495, respectively).

However, the highest-poverty secondary schools received allocations that were comparable in size to those in the highest-poverty elementary schools ($446 and $479, respectively). Moreover, changes made in the 1994 reauthorization resulted in a dramatic increase in the proportion of the highest-poverty secondary schools that receive Title I funds, from 61 percent in 1993-94 to 93 percent by 1997-98.[5]

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[3] This adjustment is determined by augmenting the Title I funds allocated to the schools, which amounts to 75 percent of the total, by the 16 percent of total Title I funds allocated to districtwide programs and services (of the remaining 9 percent, 8 percent is used for district program administration and 1 percent is allocated for Title I services in private schools). This figure is then adjusted to reflect the 7 percent increase in Title I appropriations from FY 1997 to FY 1999. The total adjustment factor is 1.2983 [= 1.07 × (75+16)/75].

[4] Stullich, Donly, and Stolzberg (1999).

[5] Stullich, Donly, and Stolzberg (1999).

Targeting of the other five federal education program funds to schools

In contrast to Title I, funds from other federal education programs are not typically allocated to individual public schools. Rather, they are more commonly used to implement districtwide programs and strategies, with somewhat wider participation by a greater number of schools. For Title II, Title IV, Title VI, and Goals, three-quarters or more of the districts reported that program funds were used either for all schools in the district or for all schools (or teachers) that wished to participate (Exhibit II-9).

Exhibit II-9
How Districts Targeted Federal Program Resources to Schools

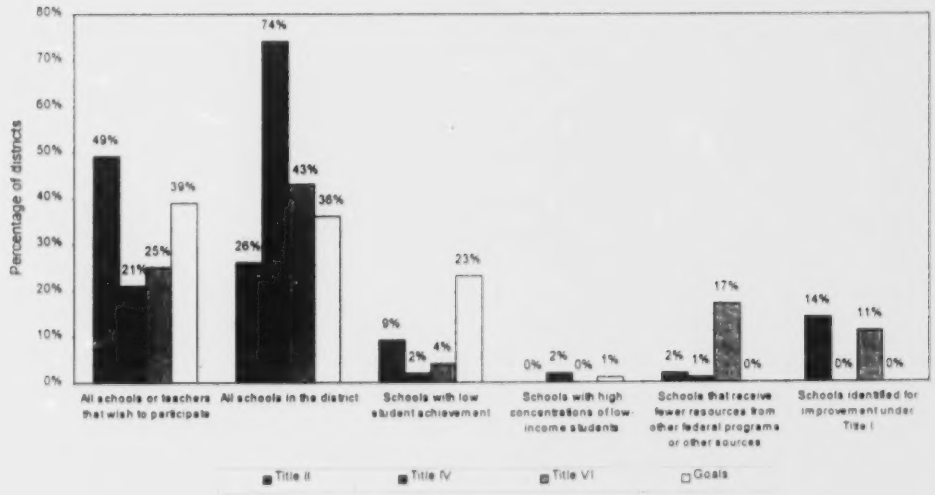

Exhibit reads: **Three-fourths of districts reported that Title II funds were used either for all schools in the district (28 percent) or for all schools or teachers that wished to participate (49 percent).**

Source: District Questionnaire

However, there were some exceptions to this pattern. Goals 2000 districts were somewhat more likely to target those funds to schools with low student achievement (23 percent of Goals districts). Some districts targeted Title II and Title VI resources to schools identified for improvement under Title I (14 percent and 11 percent, respectively). About one-fifth (17 percent) of districts reported that they targeted Title VI resources to schools that received fewer resources from other federal programs or other sources.

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State compensatory education funds tended to be targeted to schools based on need rather than distributed widely throughout the district. One-third (34 percent) of districts indicated that state compensatory education programs were targeted to schools with low achievement, 28 percent targeted these funds to schools identified for improvement under Title I, and 20 percent targeted the funds to schools with high concentrations of low-income students (Exhibit II-10).

Exhibit II-10
How Districts Reported that State Compensatory Education Funds are Targeted to Schools

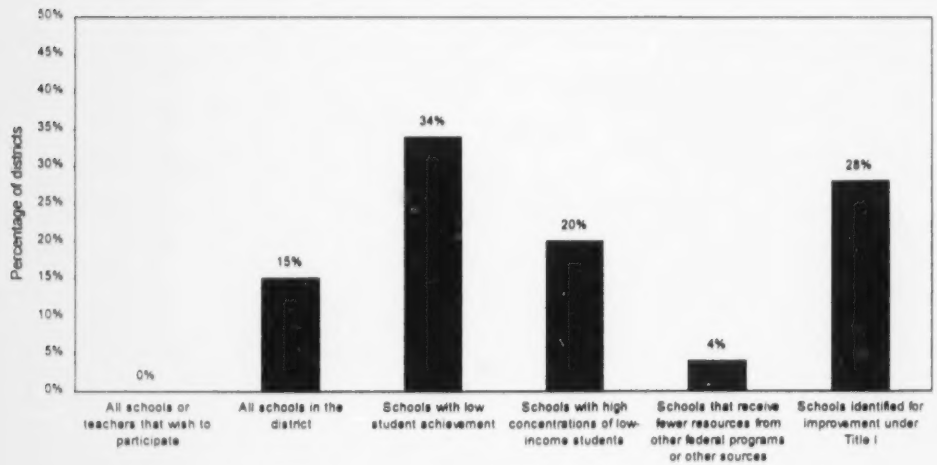

Exhibit reads: **Fifteen percent of district respondents with state compensatory education funds reported that they were targeted to all schools in the district.**

Source: District Questionnaire

The allocation of state compensatory education funds to schools shows some similarities to the federal Title I program, which is not surprising as both have the purpose of improving teaching and learning for at-risk students. Title I funds are currently allocated to schools solely on the basis of the number of low-income students in each school but under the previous Chapter 1 provisions were allocated to schools based on number of low-achieving students.

Summary

Federal education programs in general were much more targeted to high-poverty districts than were state and local funds. Title I targeted the most funding to high-poverty districts, but other federal programs also targeted significant shares of funding to these districts. Districts in the highest-poverty quartile received one-half (49 percent) of Title I funds and about one-third of the funds from Title II (35 percent), Title III (36 percent), Title IV (33 percent), Title VI (34 percent), and Goals 2000 (33 percent).

The 1994 reauthorization had little impact on district-level targeting. For all five programs in this study that existed in FY 1994, the distribution of funds among district poverty quartiles was virtually the same in FY 1997 as in FY 1994.

At the school level, however, Title I targeting increased considerably after the 1994 reauthorization. Title I funds now go to nearly all (95 percent) of the highest-poverty schools, up from 79 percent in the 1993-94 school year. The highest-poverty schools received 46 percent of Title I funds allocated to schools in the 1997-98 school year, although they accounted for only 27 percent of Title I schools, and schools with poverty of 50 percent or more receive 73 percent of Title I funds. Low-poverty schools received only 18 percent of the funds, but they tended to receive substantially larger allocations per low-income student compared with the highest-poverty schools.

Secondary schools received 15 percent of all Title I funds allocated to schools, substantially less than their share of the nation's low-income students (33 percent); they were less likely to receive Title I funds than elementary schools, and those that did receive Title I funds tended to receive smaller allocations. However, the highest-poverty secondary schools received allocations that were comparable in size to those in the highest-poverty elementary schools. Moreover, changes made in the 1994 reauthorization resulted in a dramatic increase in the proportion of the highest-poverty secondary schools that receive Title I funds, from 61 percent in 1993-94 to 93 percent by 1997-98.

For the other federal programs in this study, most districts used the funds for services for all schools in the district or all schools (or teachers) that wanted to participate. Districts did not usually target these funds to schools with high concentrations of low-income students or low-achieving students.

Chapter III

Use of Federal Funds for Instruction, Instructional Support, and Program Administration

Funds for the six programs in this study may be used at the school or the district level for a variety of strategies for supporting teachers and students. For Title I, districts allocate a substantial share of the resources to individual schools to permit them to design and implement programs that meet the needs of their specific student populations. For the other five programs, funds are primarily used for districtwide programs and services related to instruction and instructional support — services that affect teachers and students in schools throughout the district, although they are not allocated to individual schools.

Title I is fairly unique in providing most of its funding to individual schools rather than being accounted for at the district level. In most cases schools do not receive individual dollar allocations from federal programs other than Title I or from the district's general fund; rather, they receive allocations of personnel and other resources and have access to professional development opportunities and other services. In other research, Goertz and Duffy found, in a study of 24 school districts with reputations for pursuing innovative reforms to improve teaching and learning, that most of these districts "retain control over the allocation of most personnel and non-personnel resources to schools. Schools have limited control over the size and composition of their staff. In most of the study sites, schools' budgetary authority is generally limited to the expenditure of Title I, state compensatory education, instructional and professional development funds and occasional grant monies."[1]

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[1]Margaret Goertz and Mark Duffy, "Resource Allocation in Reforming Schools and School Districts," Margaret Goertz and Allan Odden (eds.), *School-Based Financing* (Corwin Press, 1999).

The present study examined how districts used federal programs funds available for the 1997-98 school year[2] for allocations to individual public schools, services for students in private schools, districtwide programs and services, and program administration. The first three categories are believed to be generally equivalent to instruction and instructional support.

For Title I, districts allocated 75 percent of the funds to individual public schools, while using an additional 1 percent for services for private school students and 16 percent for districtwide programs and services (Exhibit III-1). As shown in Chapter II, funds allocated to individual public schools amounted to an average of $472 per low-income student across all Title I schools. The remaining funds (8 percent) were used for program administration.

Exhibit III-1
Districts' allocation of federal education funds between the district and school levels[3]

Use of funds	Title I	Title II	Title IV	Title VI	Goals 2000
District-wide programs and services related to instruction and instructional support	16%	85%	83%	77%	91%
Allocations for individual public schools	75%	8%	7%	13%	6%
Services for students in private schools	1%	3%	2%	4%	0.1%
Program administration	8%	3%	8%	6%	4%
Total	100%	100%	100%	100%	100%

Exhibit reads: **Districts allocate 75 percent of their Title I funds to individual public schools.**

Source: District federal program budget data.

[2] Total funds available in the 1997-98 school year for each of these federal programs includes the district's allocation from FY 1997 appropriations, plus any funds carried over from previous appropriations. Carry-over amounted to about 6.5 percent for Title I and ranged from a negligible amount for Goals 2000 to a high of 11.4 percent for Title II programs. If carry-over funds are excluded, the Title I allocations to individual public schools amount to about 80 percent of the Title I funds that districts received from the FY 1997 appropriations.

[3] Although Title III was included in this study, the number of districts providing adequate budget detail was not sufficiently large to permit reporting of the data. This was in part due to the fact that a relatively small percentage of districts received Title III relative to the other programs (i.e., only 18 percent of districts receive Title III funds). A supplemental data collection to obtain data for additional Title III districts is planned for Summer 1999.

In contrast, most of the funds for Title II, Title IV, Title VI, and Goals 2000 were used for services and resources to enhance instruction and instructional support throughout the district, rather than being allocated to individual schools. This approach is not surprising, since districts receive much small allocations from these programs in comparison to Title I. For example, Goals 2000 grants average $87,000 across all school districts and Title II allocations average $18,000, compared with $521,000 for Title I. While Title I funds may be of sufficient magnitude to be used for employing teachers or aides within individual schools, the smaller amounts of money for these other programs may be used more effectively by leveraging dollars from other funding sources and supporting districtwide efforts to improve teaching and learning through professional development, increased access to technology, programs designed to reduce student violence and drug abuse, acquiring instructional materials, developing and implementing standards and aligned assessments, and other strategies. The strategies that districts supported with these federal funds are discussed in the succeeding chapters of this report.

A small percentage of funds from these five programs supported services for students in private schools. Title I allocations for services for students in private schools amounted to 1 percent of total funds. For the other four programs, allocations for services for private school students ranged from a low of 0.1 percent for Goals 2000 funds to a high of 4 percent for Title VI. These figures may underestimate the extent to which private school students benefit from federal program funds, because districts may use these funds to provide districtwide services and resources that are open to students in private schools (and their teachers), rather than allocating a specific amount of funds for this purpose. In such cases, it may be difficult for districts to place a precise value on the amount of federal program resources used for private school students.

Program administration at the local level ranges from a low of about 3 percent of Title II funding to a high of about 8 percent for Title IV and Title I. These funds primarily include salaries and benefits for district federal program coordinators and administrative support staff, as well as contributions to indirect costs.

Summary

Districts used over 90 percent of their federal program funds for instruction and instructional support, for the five federal programs examined in this chapter. For Title I, districts allocated 75 percent of the funds to individual eligible schools, 1 percent for services for students in private schools, and 16 percent for district-wide programs and services — adding to an estimated total of 92 percent for instruction and instructional support.

For Title II, Title IV, Title VI, and Goals 2000, funds were used primarily for districtwide services and resources that affect teachers and students throughout the district, and were not usually allocated to individual schools. Combining funds used for allocations to individual public schools, services for private school students, and districtwide programs and services, spending on instruction and instructional support from these programs ranged from 92 percent for Title IV to 94 percent for Title VI, 96 percent for Goals 2000, and 97 percent for Title II.

Administrative costs at the district and school levels ranged from 3 to 8 percent of program funds.

Chapter IV

Improving the Skills and Knowledge of Teachers

Effective implementation of content and performance standards at the classroom level depends on teachers' understanding of ways to incorporate those standards into their classroom instruction and practices. Teachers' effectiveness in enabling all students to achieve to high standards also depends on their ability to continually learn and adapt their practices to changing student needs, advancements in technology, and information on research-based methods for increasing student learning. Therefore, professional development for teachers has become a high priority for schools, districts, and funding agencies. This chapter describes how districts use Title II and other funds for a variety of professional development activities intended to improve the skills and knowledge of teachers.

This study examines both the overall use of professional development in districts and schools as well as the specific uses of Title II Eisenhower Elementary-Secondary Grants. It does not cover Eisenhower Higher Education Grants, which go to institutions of higher education working in partnership with school districts and schools. Title II Elementary-Secondary Grants account for 84 percent of total Title II funds ($260 million in FY 1997).

Revenues and expenditures for professional development

Five federal programs provided $771 million in support for professional development for the 1997-98 school year. The Title II Eisenhower Program provided a total of $310 million (40 percent) through elementary/secondary grants to school districts ($260 million) and grants to institutions of higher education ($50 million). Title I expenditures on professional development at the district and school levels amounted to $191 million (about 2.6 percent of total Title I expenditures). Goals 2000, although a much smaller program than Title I, provided nearly as much support for professional development ($187 million). In addition, Title VI and Title IV contributed $43 million and $41 million, respectively, to professional development activities (Exhibit IV-1).

Exhibit IV-1
Financial Contribution of Federal Programs to Total Funding for Professional Development

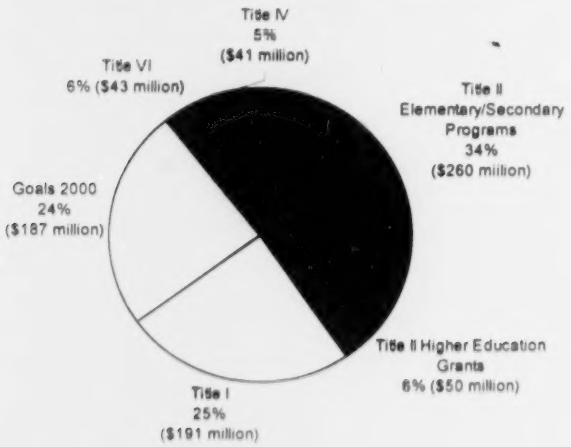

Exhibit reads: **District and school spending on professional development from Title I amounted to $191 million, or 25 percent, of total funding for professional development from the programs in this study.**

Source: District Federal Programs Budget Data

Note: Title II Higher Education Grants are included in this exhibit in order to provide a more complete picture of federal funds available for professional development, although this program is not otherwise included in this study.

While Title II is the main source of specific federal funds for professional development, funding from other programs was frequently used to support professional development as well. Not only was the financial contribution of Goals 2000 and Title I to professional development large, it was widespread. Almost all district Goals 2000 coordinators (94 percent) and Title I coordinators (86 percent) reported using funds for this purpose (Exhibit IV-2). While the contribution of the other programs to professional development was smaller, almost three-quarters (71 percent) of district Title IV coordinators and a quarter (24 percent) of Title VI coordinators reported using some funds for this purpose. Districts using Title VI funds for professional development accounted for a much higher proportion of students (57 percent), indicating that large districts were more likely to use Title VI funds for this purpose.

Exhibit IV-2
Percentage of Districts Using Various Federal Program Funds for Profesional Development

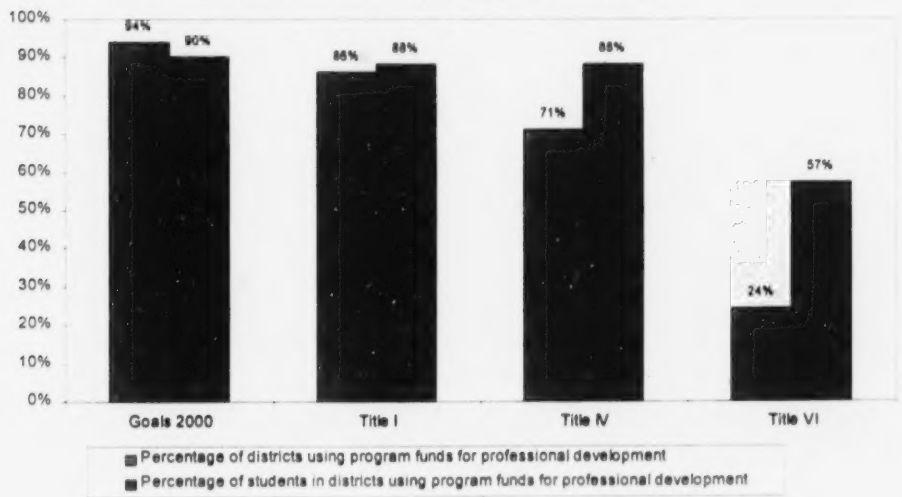

Exhibit reads: **Ninety-four percent of Goals 2000 districts used Goals 2000 funds for professional development.**

Source: District Questionnaire

Sources of matching funds for Title II programs

Districts receiving Title II Eisenhower funds are required to co-fund the program with other revenues and do so using a variety of sources. **There was no specific funding source with which over half the districts reported co-funding Title II**[1] (Exhibit IV-3). Rather, the category called "other," which would include the district general fund, was used by three-quarters (73 percent) of the districts. Private sources were used by 40 percent of the districts. The most commonly used federal programs were Goals 2000 (29 percent) and Title I (26 percent).

Exhibit IV-3
Sources of Matching Funds for Title II Programs

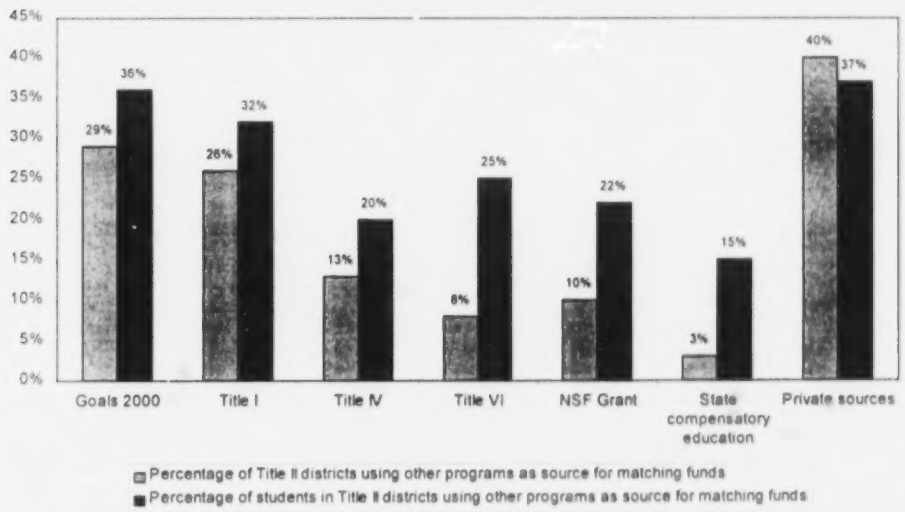

Exhibit reads: **Twenty-nine percent of Title II districts used Goals 2000 funds as matching funds for Title II. Thirty-six percent of students were enrolled in Title II districts using Goals 2000 funds as matching funds.**

Source: District Questionnaire

[1] Not all Title II districts receive funds from each of the sources, and thus, could not co-fund with the source.

Use of professional development funds

Topics of professional development activities attended by teachers

More teachers participated in professional development focused on specific content areas such as mathematics or reading than on any other topic (Exhibit IV-4). This finding is promising given that a recent NCES report found that teachers reported that professional development activities that focused on specific content areas improved their teaching more than activities focused on other topics.[2] Other topics reported by a majority of classroom teachers were integrating technology into classroom instruction (61 percent), developing teachers' skills in using technology (61 percent), district or state content or performance standards (49 percent), and methods for assessing student performance (48 percent).

Exhibit IV-4
Percentage of Teachers Participating in Professional Activities Focused on Various Topics

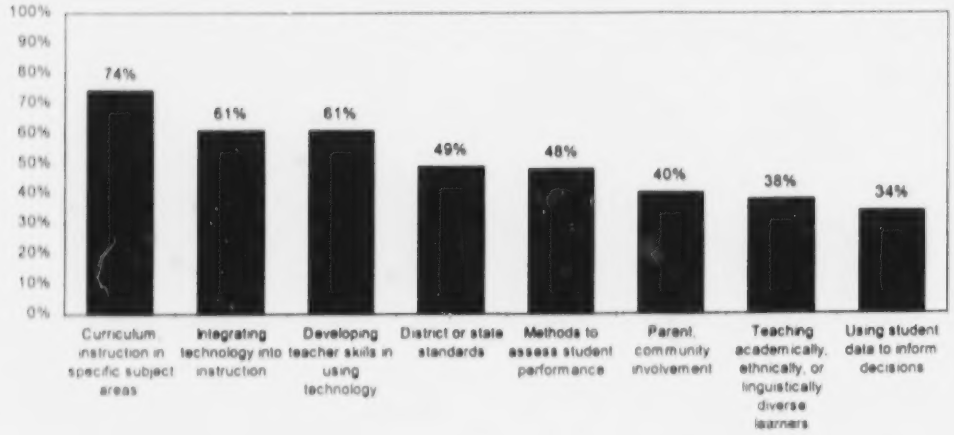

Exhibit reads: **Seventy-four percent of teachers participated in professional development activities focused on *curriculum and instruction in specific subject areas.***

Source: Teacher Questionnaire

[2] National Center for Education Statistics (1999). *Teacher Quality: A Report on the Preparation and Qualifications of Public School Teachers:* 1999 (Washington, DC: National Center for Education Statistics).

Teachers spent more time participating in professional development activities focused on specific content areas such as mathematics or reading than any other topic (Exhibit IV-5). Classroom teachers in high-poverty schools received substantially more professional development focused on specific content areas (23 hours annually, compared with 13 hours for all classroom teachers) (see Appendix A, Table A4.14). Compared with classroom teachers, Title I teachers participated in more professional development activities related to teaching academically, ethnically, or linguistically diverse learners, as well as activities to integrate technology into classroom instruction. Title I teachers in high-poverty schools reported about twice as much participation in these activities as Title I teachers in low-poverty schools.

Exhibit IV-5
Average Number of Hours per Year Teachers Participated in Professional Activities Focused on Various Topics

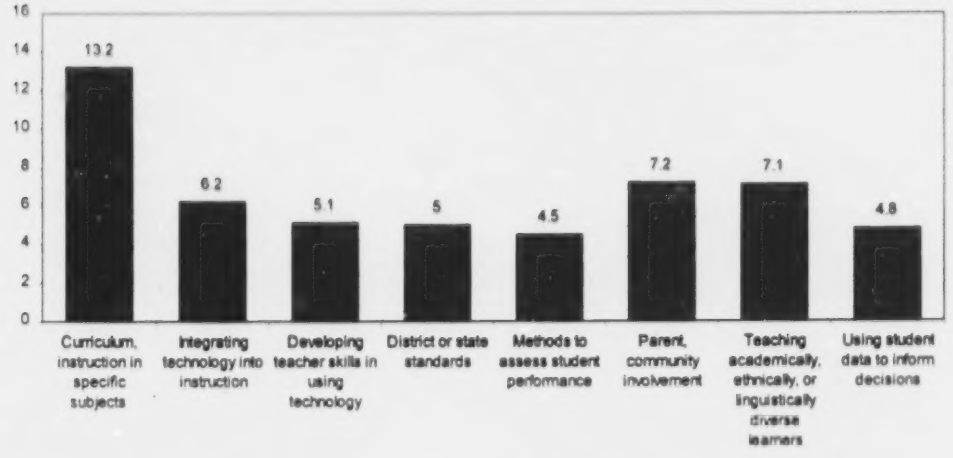

Exhibit reads: **Teachers participated in professional development activities focused on *curriculum and instruction in specific subject areas* for 13 hours per year.**

Source: Teacher Questionnaire

Topics of professional development activities supported by schools and districts

District or state content or performance standards were a high priority for professional development activities at both the district and school levels, with 67 percent of districts and schools reporting that professional development activities focused "a great deal" on this topic. Professional development focused on enabling students to meet proficiency standards and on assessments that were linked to standards were also emphasized by a majority of districts and schools (Exhibit IV-6).

Exhibit IV-6
Percentage of Districts and Schools Reporting that Professional Development Activities Focused "A Great Deal" on Various Topics

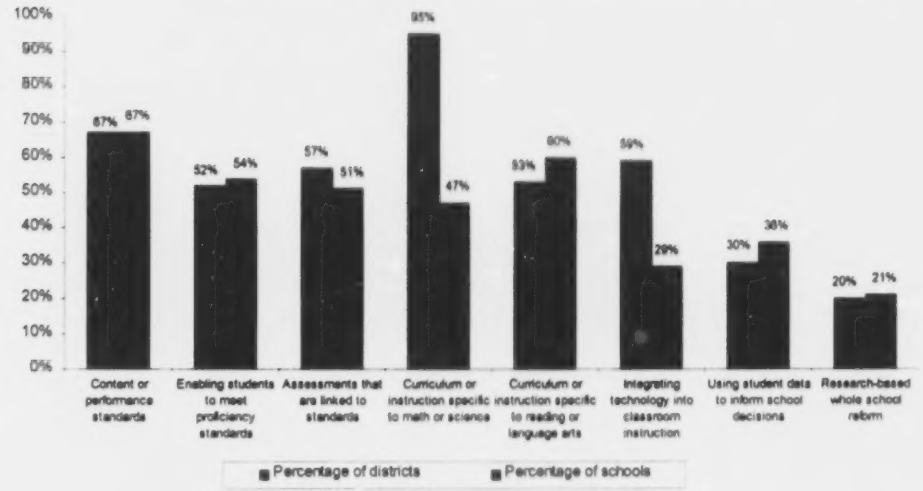

Exhibit reads: **Nearly all districts (95 percent) provided professional development activities focused a great deal on curriculum or instruction in math or science.**

Source: School and District Questionnaires

Interestingly, while districts and schools are spending a great deal of resources on trying to implement standards, a recent NCES report found that fewer teachers reported that professional development activities focused on this topic improved their teaching, compared with other topics.[3] This incongruity could provide an example of the difficulties involved in implementing state or national policies at the local level, even when resources are provided. However, it is unclear whether districts and schools included, in their responses

[3] National Center for Education Statistics (1999). *Teacher Quality*.

to this item, activities that were focused on subject area content that was based on state or district standards. Similarly, teachers' dissatisfaction might be with activities that only explain new standards in a conceptual way, as opposed to activities that are focused on how to teach subject area content that is based on those standards.

In general, schools and districts in the study supported similar professional development topics. However, the extent to which professional development activities focused on math or science differed greatly between districts and schools. Nearly all districts (95 percent), but only half of the schools (48 percent), reported using funds for this purpose. Because Eisenhower funds are a major source of professional development funding, and they are targeted to math and science, it is not surprising that districts supported these topics a great deal, and that schools may have had less need to do so given the district support. In addition, districts were twice as likely as schools to emphasize professional development on integrating technology into classroom instruction (59 percent of districts and 29 percent of schools).

Both Title I schools and non-Title I schools most often reported district or state content or performance standards as their highest priority (62 percent and 74 percent, respectively) (Exhibit IV-7). Reading or language arts was the second highest priority in both Title I schools (57 percent) and non-Title I schools (64 percent). Reading is often a high priority for Title I programs, so it is surprising that fewer Title I principals reported focusing professional development activities "a great deal" on this topic.

Exhibit IV-7
Percentage of Title I and Non-Title I Schools Reporting that Professional Development Activities Focused "A Great Deal" on Various Topics

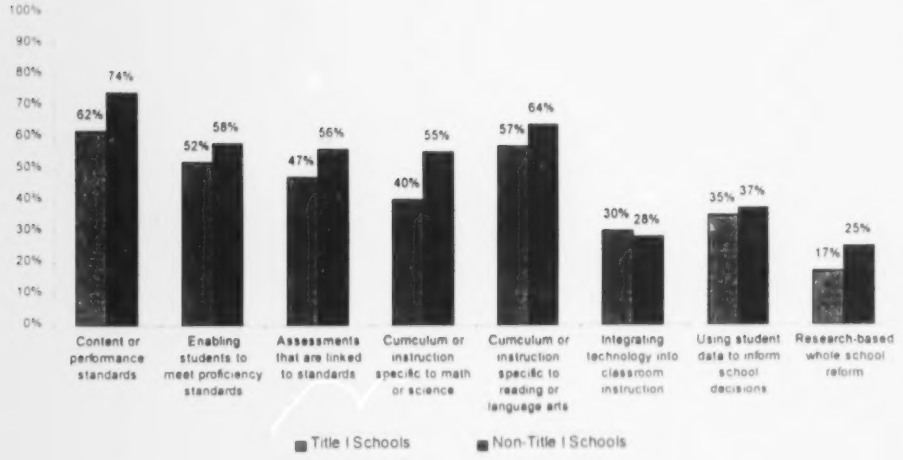

Exhibit reads: **Professional development activities focused *a great deal* on *district or state content or performance standards* in 62 percent of Title I schools and 74 percent of non-Title I schools.**

Source: School Questionnaire

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Topics of professional development supported by district federal programs

Appropriately, districts' uses of federal funds for professional development topics reflected differences in the federal program goals. Improving curriculum and instruction in math and science by supporting professional development in these areas was the original intent, and is still the primary focus, of the Title II program. Predictably, most Title II district coordinators (90 percent) used program funds for professional development activities focused a great deal on curriculum or instruction in math or science.

Professional development activities related to standards were the next highest priority reported by Title II coordinators, and these topics received more emphasis in large school districts. For example, 56 percent of Title II coordinators reported that professional development activities focused "a great deal" on content or performance standards, and these districts accounted for 76 percent of the students (Exhibit IV-8).

Exhibit IV-8
Districts' Uses of Title II Funds for Professional Development Focused on Various Topics

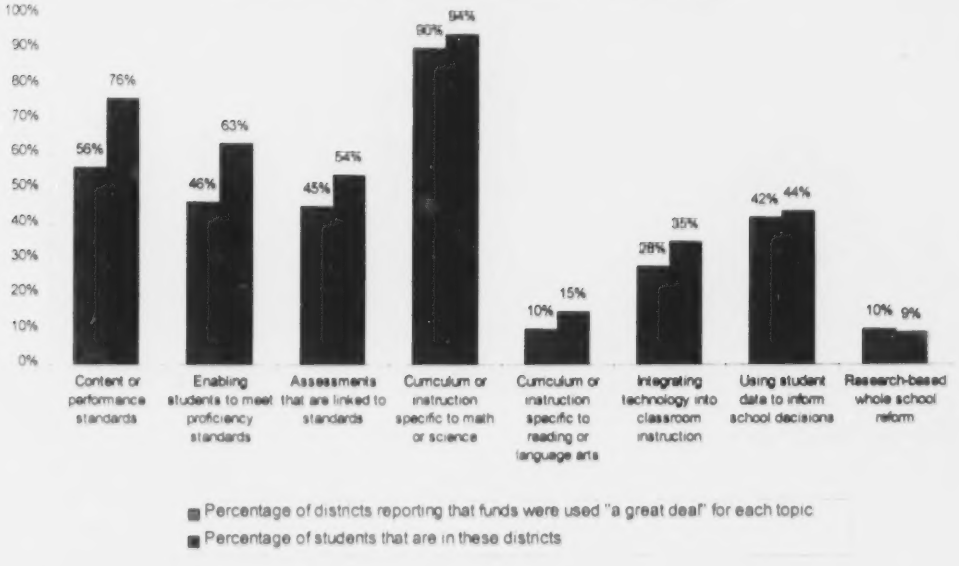

Exhibit reads: **Districts that reported using Title II funds for professional development activities that focused *a great deal* on *district or state content or performance standards* accounted for 56 percent of Title II districts and 76 percent of the students in Title II districts.**

Source: District Questionnaire

For Goals 2000-supported professional development, the clear priority was topics related to implementation of standards. The three most common topics reported by district Goals coordinators were district or state content or performance standards (71 percent), enabling students to meet state or district proficiency standards (71 percent), and assessments that are linked to standards (46 percent). (Exhibit IV-9).

Exhibit IV-9
Districts' Uses of Goals 2000 Funds for Professional Development Focused on Various Topics

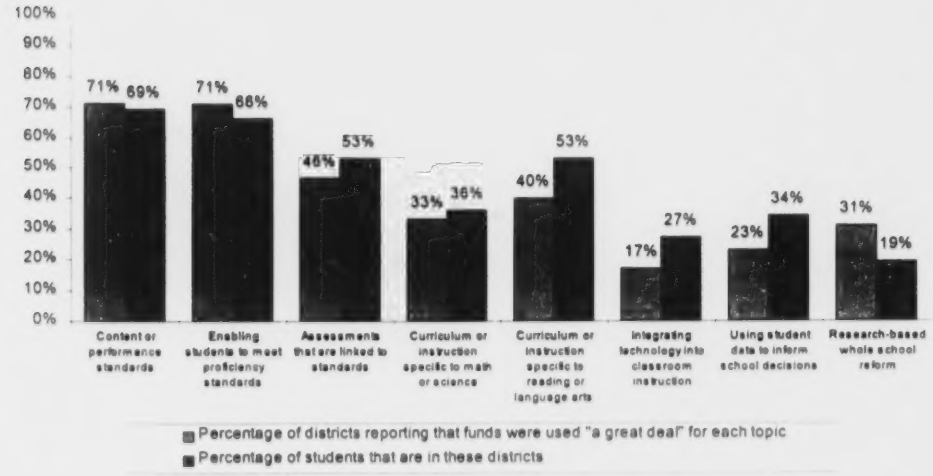

Exhibit reads: **Seventy-one percent of Goals 2000 district coordinators used program funds for professional development activities focused *a great deal* on *district or state content or performance standards.***

Source: District Questionnaire

For Title I-supported professional development, the most common topic was curriculum and instruction specific to reading or language arts, with 66 percent of Title I directors reporting that they used Title I funds "a great deal" for this topic (Exhibit IV-10). The next most frequent topics were curriculum and instruction specific to math or science (41 percent) and research-based whole school reform efforts (41 percent).[4]

Exhibit IV-10
Districts' Uses of Title I Funds for Professional Development Focused on Various Topics

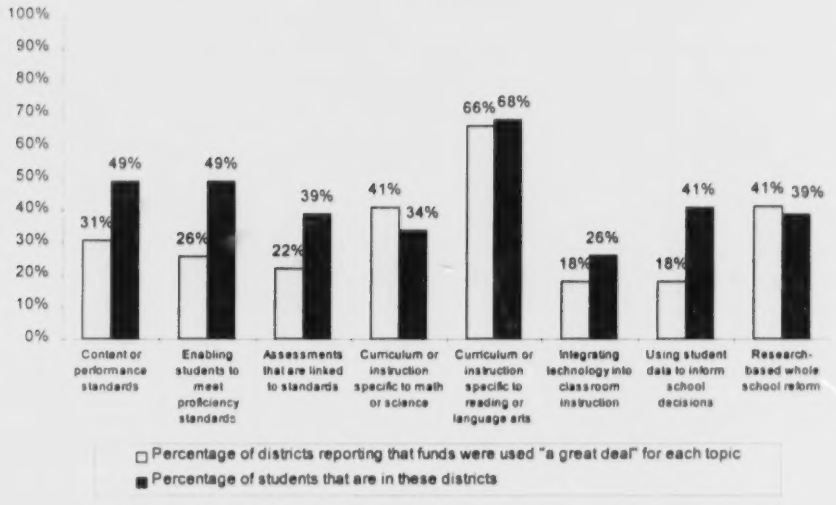

Exhibit reads: **Sixty-six percent of Title I districts used program funds for professional development activities that focused *a great deal* on *curriculum or instruction specific to reading or language arts*."**

Source: District Questionnaire

Professional development related to standards appeared to be less of a priority for Title I coordinators than for Title II or Goals 2000 coordinators. For example, 31 percent of Title I coordinators reported that these funds supported professional development that focused "a great deal" on content and performance standards, compared with 56 percent of Title II coordinators and 71 percent of Goals coordinators.

[4] Examples of research-based school reform efforts cited in the questionnaire included Accelerated Schools (Levin), Coalition of Essential Schools (Sizer), Reading Recovery, School Development Program (Comer), and Success for All (Slavin).

Title VI funds were not typically used for professional development activities. Only 24 percent of the districts used Title VI funds to support professional development (Exhibit IV-2), and no more than 11 percent reported supporting professional development focused on any of the specific topics examined (Exhibit IV-11). Among districts that did use Title VI funds for professional development, the most common topics were content or performance standards (11 percent) and enabling students to meet proficiency standards (10 percent).

Exhibit IV-11
Districts' Uses of Title VI Funds for Professional Development Focused on Various Topics

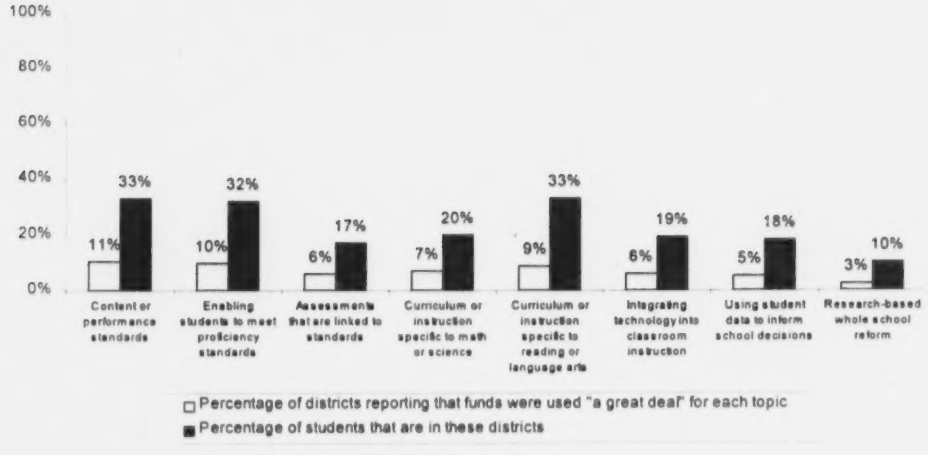

Exhibit reads: **Eleven percent of Title VI district coordinators used program funds for professional development activities focused *a great deal* on *district or state content or performance standards.***

Source: District Questionnaire

As discussed on page 37, large districts were more likely to use Title VI funds for professional development, and so districts using Title VI funds for specific professional development topics account for a somewhat larger percentage of students than of districts. For example, districts using Title VI funds for professional development focused a great deal on content or performance standards accounted for 33 percent of the students although only 11 percent of the districts.

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Types of professional development activities attended by teachers and supported by schools and districts

The types of professional development activities in which teachers participate vary from traditional formats such as workshops to collaborative work that results in a concrete product in addition to teacher learning (e.g., curriculum development). While traditional workshops are the most common form of professional development, they often have not had a long-lasting effect on teachers' practices. Ongoing collaboration is needed for teachers to continually adapt their practices to ever-changing student populations and to advances in technology and content areas.[5] Even with the potential benefits of collaboration, teaching has historically been an autonomous profession.[6] Teachers are responsible for their own classes and have little opportunity to interact with one another. In recent years, literature has suggested that teachers can learn a great deal from one another about how to improve their teaching practices if they have the opportunity to do so. Thus, the definition of professional development has expanded beyond having an expert pass knowledge on to teachers through courses or workshops. These less traditional, more collaborative activities are often reported as being more meaningful since they are sustained and require active intellectual participation.[7]

As many as three-quarters of teachers participated in some form of collaborative work. While few teachers reported receiving release time for these activities, many schools and districts reported supporting teachers' involvement by providing stipends, release time or other reimbursement for expenses related to the activity (Exhibit IV-13). Specific collaborative activities examined in this study are described below.

- **Workshops, conferences, institutes.** Teachers were more likely to attend workshops, conferences, or institutes (80 percent) than participate in any other professional development activity (Exhibit IV-12). Almost all schools and all district professional development coordinators reported supporting teachers' attendance at workshops, conferences, or institutes (Exhibit IV-13).

[5] Talbert, J.E. and McLaughlin, M.W. (1993). Understanding teaching in context. In *Teaching for understanding: Challenges for policy and practice*, edited by D.K. Cohen, M.W. McLaughlin, and J.E. Talbert, pp.1-10. San Francisco: Josey-Bass Publishers.

[6] Lortie, D.C. (1975). *Schoolteacher:a sociological study*. Chicago: University of Chicago Press.

[7] While workshops are usually perceived to be one time seminars with little or no follow-up, they can vary a great deal in quality and in the types of activities they offer. Some workshops involve many active learning components, and thus, can be effective too. It was beyond the scope of this study to investigate the characteristics of the workshops that teachers reported attending and schools and districts reported supporting.

- **Curriculum development.** Over a third of teachers (40 percent) reported developing curriculum in the past year (Exhibit IV-12), and over 90 percent of schools (92 percent) and 85 percent of districts paid for stipends, release time, or other expenses to allow teachers to participate in this activity (Exhibit IV-13). Given the low percentage of teachers (7 percent) reporting that they received release time for developing curriculum, it is likely that the form of support teachers received was stipends or expenditure reimbursement.

- **Standards and assessment development.** Almost half of teachers (47 percent) reported developing standards or assessments in the past year and 10 percent reported receiving release time for this purpose (Exhibit IV-12). Over three-quarters of schools (79 percent) and 92 percent of districts paid for teachers to develop content standards or student assessments (Exhibit IV-13).

- **Collaborative lesson or course planning.** While teacher collaboration is not always productive, providing opportunities does increase the likelihood of teachers learning from one another. Over three-quarters of responding teachers reported planning lessons or courses with each other (Exhibit IV-12), but only 15 percent of teachers reported receiving release time for this purpose. Over three-quarters of schools (76 percent) and 64 percent of districts, however, reported paying for teachers to plan lessons or courses with other teachers (Exhibit IV-13). Again, the form of support could be paying stipends rather than providing time.

- **Teacher observations.** Even if observations are conducted informally, they provide teachers with the opportunity to see alternative approaches to teaching. However, only 30 percent of teachers reported observing one another's classes for more than half an hour at a time over the course of a year (Exhibit IV-12). While only 3 percent of teachers reported receiving release time for this purpose, 69 percent of schools and 58 percent of the districts reported supporting teachers learning from one another by observing, coaching, or mentoring each other (Exhibit IV-13). One explanation for this apparent contradiction could be that schools and districts pay teachers to mentor rather than provide them with release time. Support for these activities differed between Title I and non-Title I schools (see Appendix A, Table A4.9). More Title I than non-Title I schools supported teacher observations (73 percent versus 63 percent).

- **Teacher study groups.** One-fourth of teachers (23 percent) reported participating in a teacher study group focused on a particular topic in the past year and about half of those participating reported meeting during the school day (Exhibit IV-12). Two-thirds of schools (63 percent) supported teachers learning from one another by participating in a study group with other teachers (Exhibit IV-13). More non-Title I (69 percent) than Title I schools (58 percent) supported teacher study groups (see Appendix A, Table A4.9).

Exhibit IV-12
Percentage of Teachers Participating in, and Receiving Release Time for, Various Types of Professional Development Activities

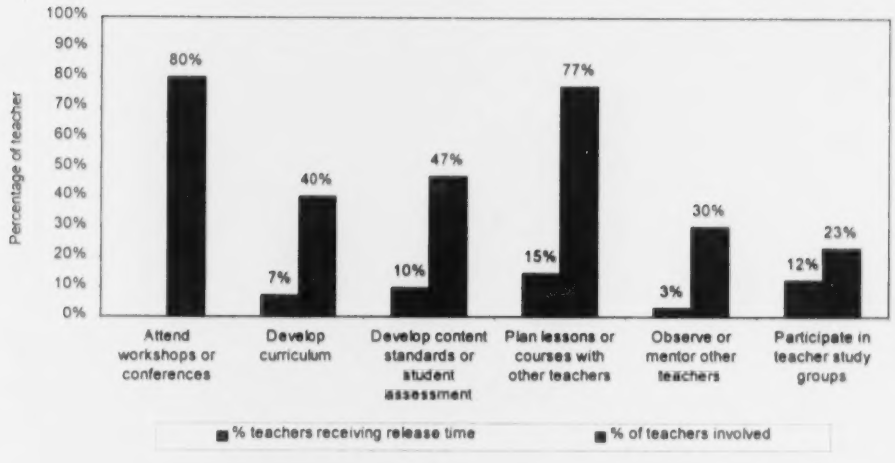

Exhibit reads: **Thirty percent of teachers participated in observations of one another's classes for more than half an hour at a time and 3 percent received release time from their class to do so.**

Source: Teacher Questionnaires

Note: Teachers were not asked whether or not they received release time to attend workshops, conferences, or institutes. For Teacher Study Groups the question asked whether or not they participated during school hours, not whether or not they received release time from class.

Exhibit IV-13
School and District Support for Various Professional Development Activities

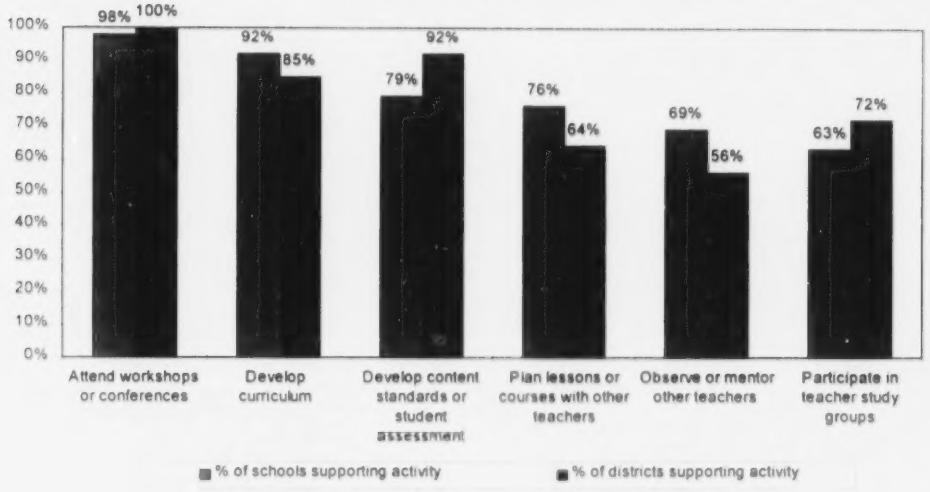

Exhibit reads: **Teacher observations of one another's classes were supported by 69 percent of schools and 56 percent of districts. Thirty percent of teachers participated in observations and 3 percent received release time from their class to do so.**

Source: School and District Questionnaires

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Of these less traditional professional development activities, teachers spent the most time on planning lessons or courses with other teachers. Teachers spent the equivalent of four school days (25 hours per year), on average, on this activity. Although this is greater than the amount of time spent on any other professional development activity, formal or informal, it amounts to less than one hour per week. Teachers spent about 7.5 hours, on average, on developing new curriculum for the school or district, and a similar amount of time on developing content standards, performance standards, or student assessments for the school, district, or state (6.8 hours). Teachers spent very little time observing one another's classes, either formally or informally (3 hours per year) (Exhibit IV-14).

Exhibit IV-14
Average Number of Hours Per Year Teachers Participated in Professional Development Activities

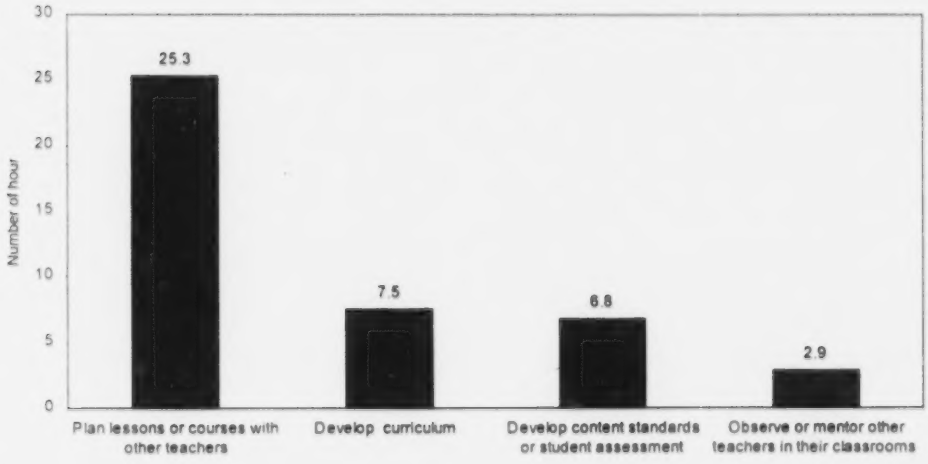

Exhibit reads: **Teachers participated an average of 25 hours per year in collaborative lesson or course planning.**

Source: Teacher Questionnaire

Types of professional development activities supported by the federal programs in this study

The professional development activity most often reported by all program coordinators as being supported with their program funds was attending workshops, conferences, or institutes (Exhibits IV-15, 16, 17, 18). The second most common activity, however, varied across the individual programs.

For Title II, the second most common professional development activity was development of content standards or assessments, which Title II funds supported in 77 percent of the districts. Two-thirds of districts (67 percent) used Title II funds to support curriculum development (Exhibit IV-15).

Exhibit IV-15
Types of Professional Development Activities Supported by Title II

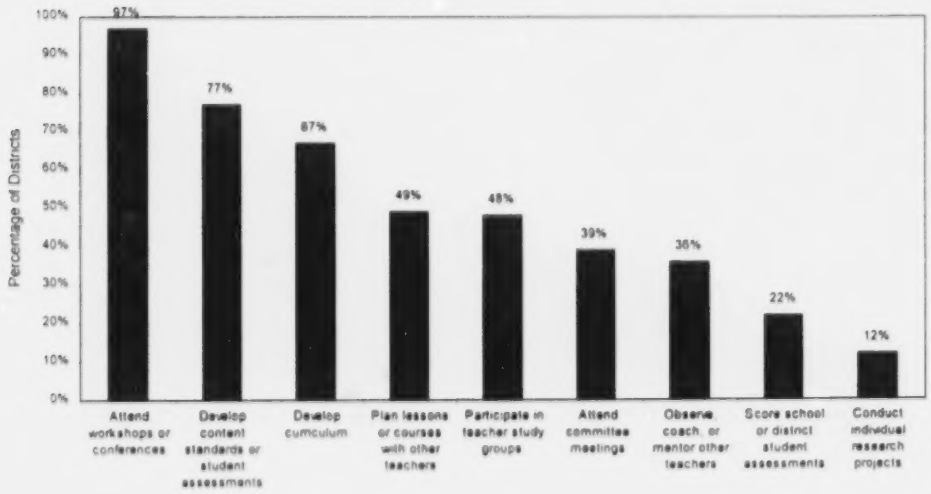

Exhibit reads: **Three-quarters of Title II district coordinators (77 percent) reported using program funds to support the development of content standards or student assessment.**

Source: District Questionnaire

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For Title I, the second most common professional development activity was teacher collaboration in planning lessons or courses (61 percent of districts). The third most common professional development activity supported with Title I funds was paying for teachers to attend task force or committee meetings (52 percent) (Exhibit IV-16).

Exhibit IV-16
Types of Professional Development Activities Supported by Title I

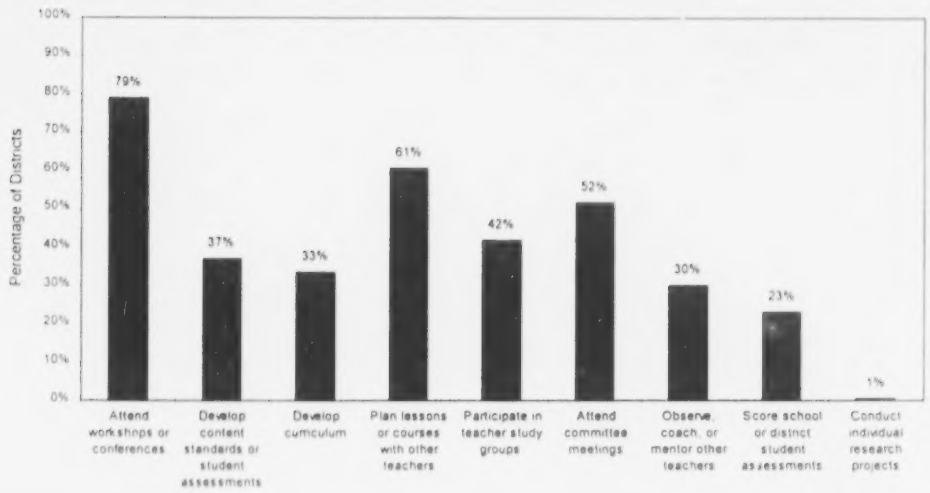

Exhibit reads: **Thirty-seven percent of Title I district coordinators reported using program funds to support the development of content standards or student assessment.**

Source: District Questionnaire

For Goals 2000, developing curriculum was the second most-frequently supported activity (70 percent of districts), followed by paying for teachers to attend task force or committee meetings (61 percent), developing content standards or student assessments (55 percent), and planning lessons or courses with other teachers (54 percent) (Exhibit IV-17).

Exhibit IV-17
Types of Professional Development Activities Supported by Goals 2000

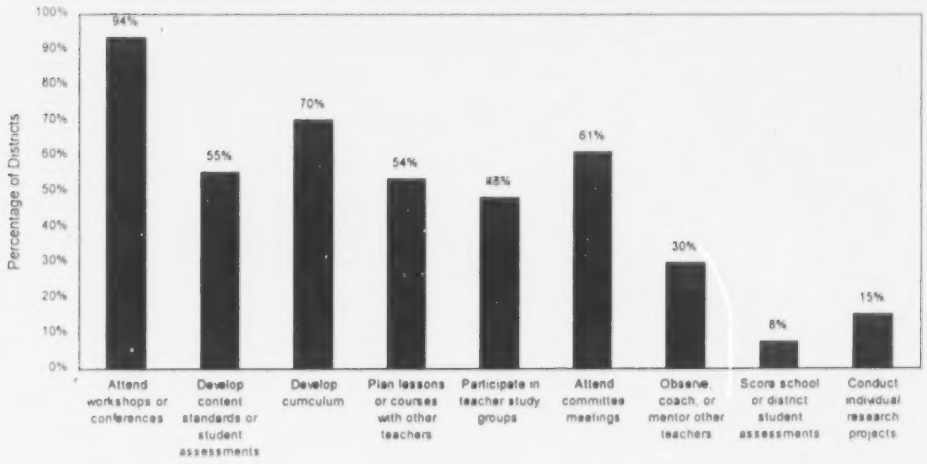

Exhibit reads: **Fifty-five percent of Goals 2000 district coordinators reported using program funds to support the development of content standards or student assessment.**

Source: District Questionnaire

Few program directors reported using funds to support teachers conducting individual research projects, even though a recent study reported that teachers found these projects improved their teaching (Exhibits IV-15, 16, 17, 18).[8] Goals 2000 directors, followed by Title II directors, were the most likely (15 percent and 12 percent, respectively) to support these activities.

[8] National Center for Education Statistics, *Teacher Quality*.

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Decisionmaking — about professional development overall and how to use Title II funds in particular

Control of decisions

In half the districts (51 percent), decisions concerning the use of Title II funds were made jointly by schools and districts (Exhibit IV-18). In just over a quarter of the districts (27 percent), decisions were made by the district, but with input from schools. In the other quarter of the districts, decisions were made either entirely by schools (6 percent), entirely by the district (4 percent), or mainly by schools but with input from the district (twelve percent).

Exhibit IV-18
Percentage of Districts Reporting District, School, or Joint Control of Decisions About Use of Title II Funds

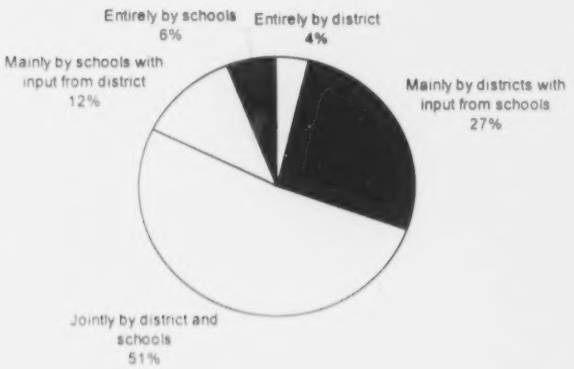


Exhibit reads: **Decisions concerning the use of Title II funds were made jointly by the district and schools in 51 percent of districts.**

Source: District Questionnaire

Involvement in decisions

District Title II and professional development coordinators were asked about the role of a variety of people in making decisions concerning the use of Title II and district professional development funds generally (Exhibit IV-19). **District curriculum or instructional administrators were most often reported as being primary decisionmakers regarding both Title II and professional development funds generally (55 percent and 54 percent, respectively).** The next most common primary decisionmakers were district Title II coordinators (46 percent and 45 percent, respectively), followed by teachers (25 percent and 29 percent, respectively) and school administrators (24 percent and 37 percent, respectively). Parents and school boards were rarely reported to be primary decisionmakers.

Exhibit IV-19
Primary Decisionmakers Concerning the Use of Title II and District Professional Development Funds, as Reported by Districts

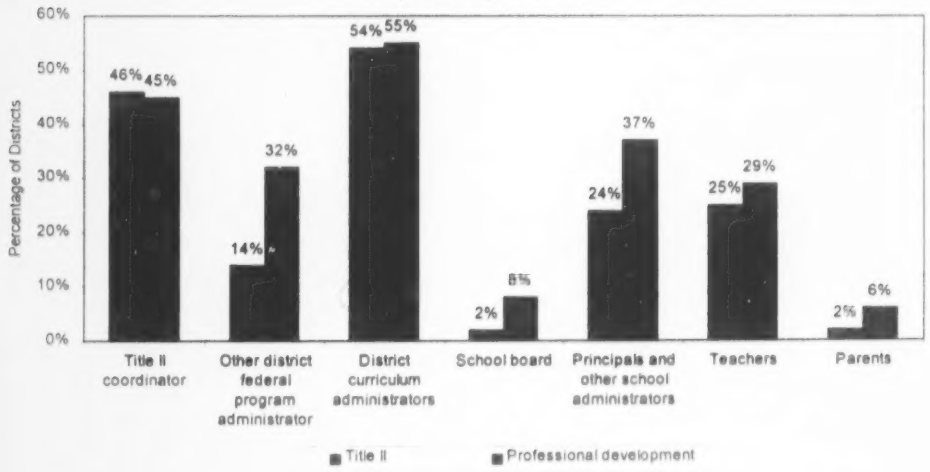


Exhibit reads: **District curriculum administrators were the primary decisionmakers concerning the use of Title II funds in 54 percent of districts and were the primary decisionmakers concerning the use of professional development funds in 55 percent of districts.**

Source: District Questionnaire

Factors influencing decisions about the use of Title II funds

Districts can refer to a variety of data sources to determine which topics and types of professional development they should support with district professional development funds generally and with Title II funds specifically. **Student performance data and assessment of teacher needs were the most common factors reported as "extremely influential" in making decisions about both types of funds** (Exhibit IV-20). Almost 60 percent of district professional development coordinators (59 percent) and Title II coordinators (57 percent) reported that student performance data was "extremely influential" in making decisions about the use of their funds. In a quarter of the districts (24 percent), research showing that particular program models work well was "extremely influential" in Title II decisions. Compared with Title II coordinators' decisions about Title II funds, district professional development coordinators more often reported using results from local program evaluations to make decisions about the use of professional development funds (30 percent versus 19 percent).

Exhibit IV-20
Factors that were "Extremely Influential" in Deciding How to Use District Professional Development and Title II Funds

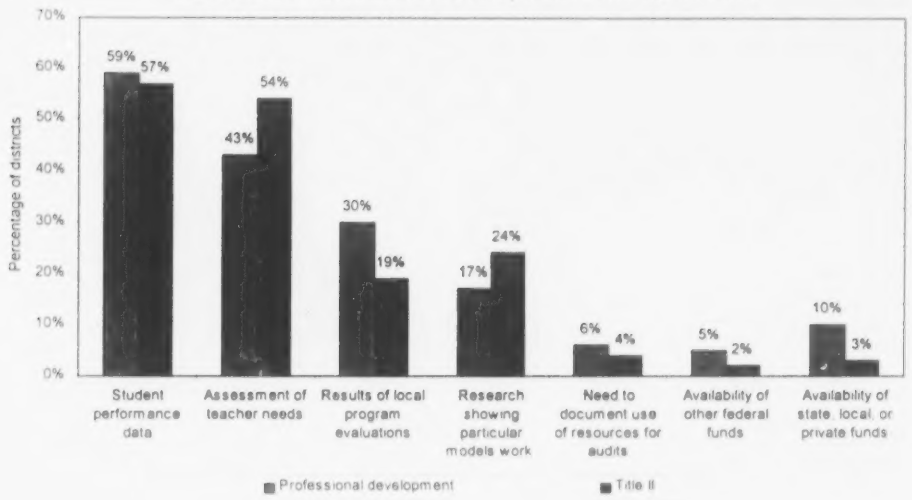


Exhibit reads: **Student performance data was 'extremely influential' in making decisions about the use of Title II funds in 57 percent of districts.**

Source: District Questionnaire

In taking into consideration policies and priorities from various constituencies, districts most often reported long-term district plans (61 percent) as being "extremely influential" in making decisions about the use of Title II funds (Exhibit IV-21). Less than half of districts reported state policies (45 percent) and priorities of individual schools (41 percent) as "extremely influential." Few Title II coordinators (8 percent) reported parent priorities as being "extremely influential" in decisionmaking. District professional development coordinators and Title II coordinators reported using similar priorities in making decisions about the use of their funds. The only exception was that parent priorities were more often extremely influential in district professional development decisions when compared with Title II decisions (17 percent versus 8 percent).

Exhibit IV-21
Priorities that were "Extremely Influential" in Deciding How to Use District Professional Development and Title II Funds

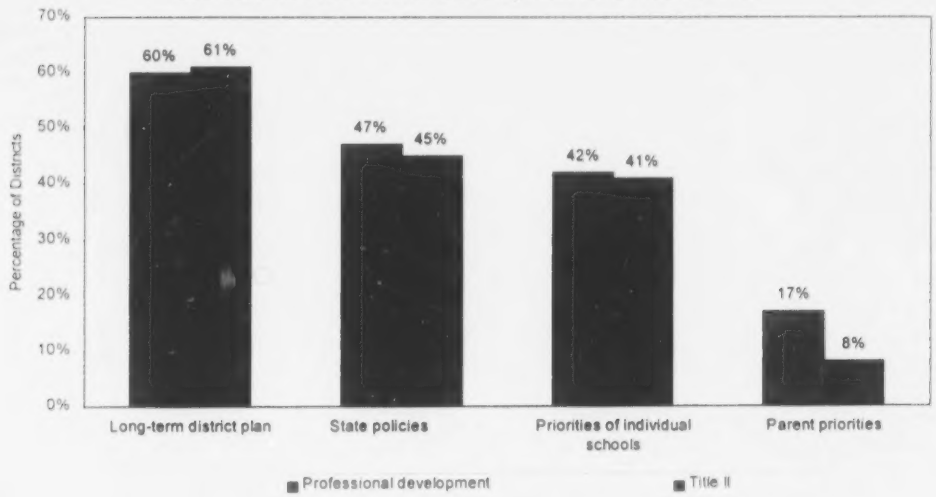


Exhibit reads: **In 61 percent of districts, the long-term district plan was *extremely influential* in making decisions about the use of Title II funds.**

Source: District Questionnaire

Summary

Federal programs provide extensive support for professional development. Overall, the federal programs in this study provided $706 million in revenues for professional development in school districts and schools for the 1997-98 school year. While Title II is the main source of specific federal funds for professional development, funding from other programs was frequently used to support professional development as well.

Topics of professional development activities supported by the federal programs in this study were generally aligned with the purpose of the programs. Appropriately, districts' uses of federal funds for professional development topics reflected differences in the federal program goals. Teachers participated in professional development activities focused on specific content areas such as mathematics or reading more than any other topic.

Workshops, conferences, or institutes were the most prevalent type of professional development activity supported by federal programs, districts, and schools, and attended by teachers. Many teachers also reported some participation in less traditional forms of professional development, but spent little time in these activities. While many schools, districts, and federal program coordinators reported supporting teacher involvement in collaborative work, few teachers reported receiving release time to participate in activities. Lack of time could help explain the lack of intensity of teacher participation in nontraditional forms of professional development.

District decisions about the use of Title II funds were often made jointly by districts and schools, with the district curriculum administrator most often serving as a primary decisionmaker. In making decisions about the use of Title II and district professional development funds, districts most often reported student performance data and assessment of teacher needs as data sources that were extremely influential.

Chapter V

Increasing Access to Technology

As technology becomes an increasingly important part of our everyday lives, it will be critical to provide access to technology for all children in our school system. The data presented in this chapter show that federal funding not only contributes significantly to spending on technology, but also tends to improve the equity of access to technology in the highest-poverty and low-poverty schools.

Expenditures on technology

Because of the way districts organize fiscal information, it is difficult to ascertain precisely how much is being spent on technology. Technology expenditures represent a combination of spending on computer hardware and software, connectivity-related equipment and personnel, maintenance and technical support, and training. In fiscal records, such expenditures can be recorded under capital outlay for computer hardware, instructional supplies and materials for computer software, contracted services for professional development specialists or trainers, salaries and benefits for those who maintain and provide technical support for the hardware and software, and the salaries and benefits associated with the time of those receiving training.[1]

[1] From an accounting standpoint, this represents a combination of functional and object level designations. Accountants categorize expenditures by function and object codes. Function codes refer to the purpose for which the money is used, and common functional categories in education include instruction, administration, student support services, operations and maintenance. Objects of expenditure generally refer to the categories of resources for which dollars are used, and common object codes generally refer to salaries and benefits for teachers or school administrators, books and supplies, or capital equipment.

Federal support for technology

Five federal programs in this study provided $647 million in support for technology for the 1997-98 school year (Exhibit V-1). Two programs focused on technology, the Technology Literacy Challenge Fund and Technology Innovation Challenge Grants, provided $257 million, or 40 percent of this total amount. District and school spending on technology from Title I amounted to $237 million, nearly as much as the funds appropriated for the two technology-focused programs. Districts also drew significant support for technology from Goals 2000 ($84 million) and Title VI ($69 million).

This study was intended to estimate the share of total spending on technology that is derived from federal funding, but only six districts provided sufficient information to estimate total spending on technology compared with the federal contribution. In these 6 districts, the share of technology resources that was provided through federal funds ranged from 9 percent to 30 percent, with a weighted average of 22 percent. However, because these figures are based on such a small number of districts, they should be considered as very tentative estimates and an area where more data are needed.[2]

[2] The average of 22 percent was based on student-weighted data so that district size was taken into account in developing the estimate from the six districts.

Exhibit V-1
Financial Contribution of Five Federal Programs to Funding for Technology

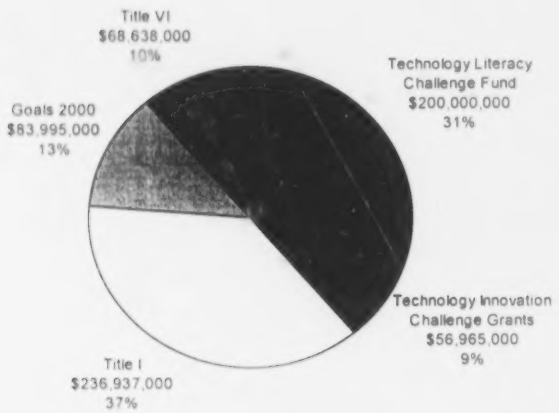


Exhibit reads: **District and school spending on technology from Title I amounted to $237 million, nearly as much as the funds appropriated for the two technology-focused programs.**

Source: District federal programs budget data

Note: Technology Innovation Challenge Grants are included in this exhibit in order to provide a more complete picture of federal funds available for technology, although this program is not otherwise included in this study.

District use of technology funds

The strategies for increasing access to technology involve a combination of purchasing additional computers and providing additional training on the use of computers. District decisionmakers indicated that increasing teachers' (84 percent) and students' (83 percent) access to technology were the top two strategies (Exhibit V-2). These two strategies involve purchases of additional computers for use by teachers and students. The next two strategies included developing teachers' skills in using technology (75 percent) and integrating technology into classroom instruction (72 percent). Both of these strategies require providing professional development to teaching staff. The fifth strategy involved increasing students' access to the internet (71 percent).

Exhibit V-2
Percentage of Districts Reporting Specific Strategies For Increasing the Use of Technology in Their Schools

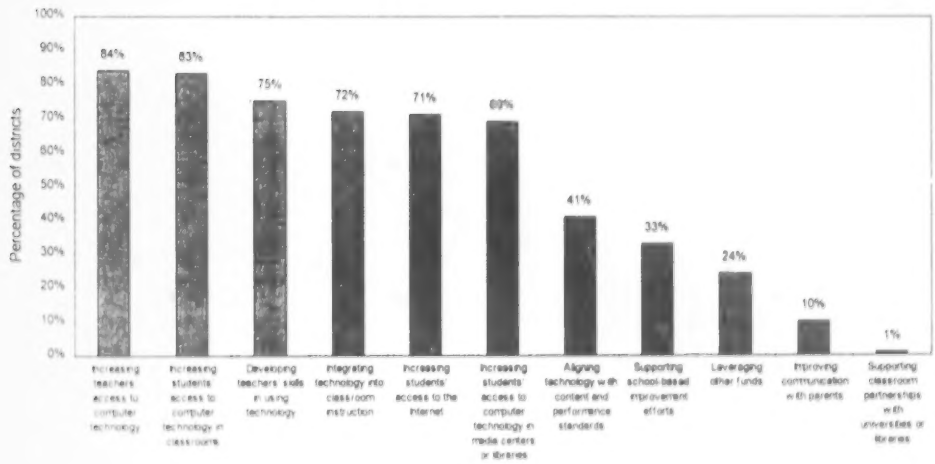


Exhibit reads: **Eighty-four percent of districts indicated that they used technology funds *a great deal* to increase teachers' access to computer technology.**

Source: District Questionnaire

Factors influencing district decisions about the use of technology funds

Almost 80 percent of the districts reported that the long-term district plan was "extremely influential" in decisions about the use of technology funds (Exhibit V-3). Other frequently reported factors influencing district decisions about the use of technology funds included the extent of the need for technology equipment, software, and training at individual schools (47 percent), state policies (39 percent), priorities of individual schools (38 percent), and supporting special technology programs at individual schools (27 percent).

Exhibit V-3
Percentage of Districts Reporting the Following Factors Were "Extremely Influential" in District Decisions About How to Use Technology Funds

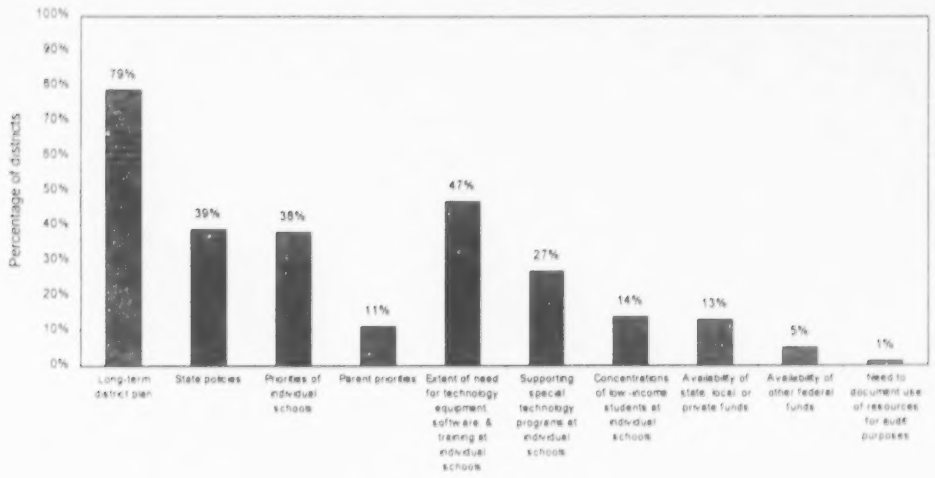


Exhibit reads: **Seventy-nine percent of the districts indicated that the *long-term district plan* was *extremely influential* in district decisions about how to use technology funds.**

Source: District Questionnaire

Computers received from various sources

Overall, schools received a total of 15.7 new computers, on average, in the 1997-98 school year. Secondary schools reported a much larger number of new computers (24.6) than elementary schools (10.8). Title I schools and the highest-poverty schools received below-average numbers of new computers (13.9 and 12.6, respectively). Further investigation is needed to explore the reasons for this pattern, particularly about whether this difference is due to differences in resource levels between high- and low-poverty schools within districts or across districts, and this analysis will be included in the final report for this study.

Exhibit V-4
Number of New Computers Schools Received From Various Sources in 1997-98

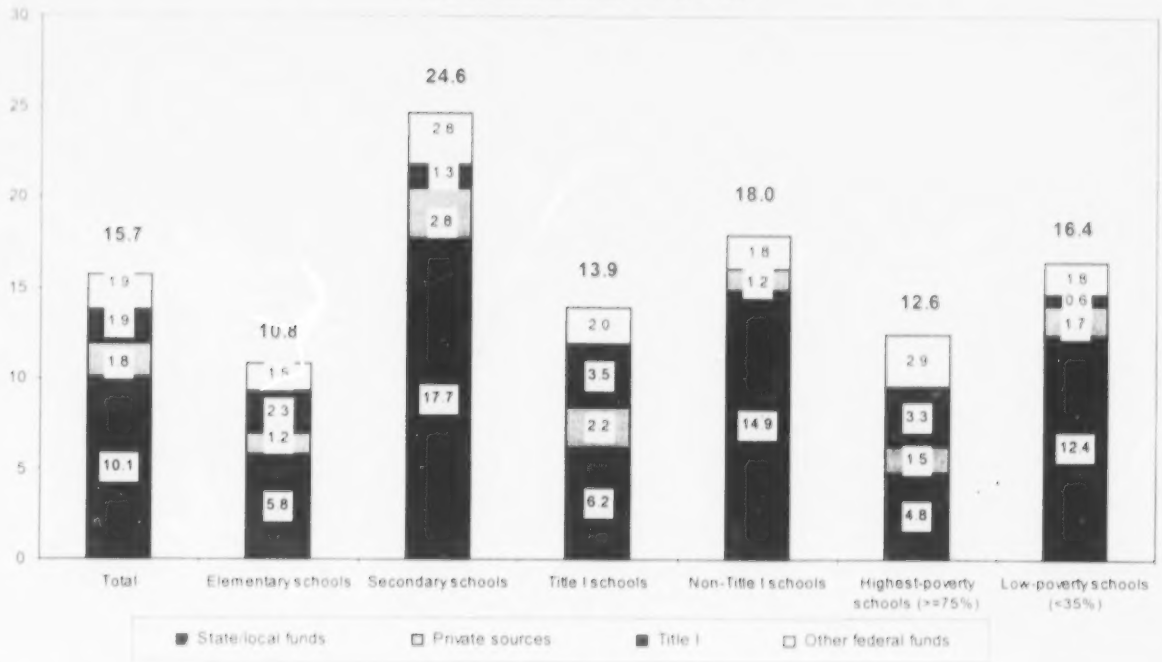


Exhibit reads: **Schools received a total of 15.7 new computers, on average, in 1997-98, including 10.1 computers from state/local funds, 1.8 from private sources, 1.9 from Title I funds, and 1.9 from other federal funds.**

Source: School Questionnaire

Federal funds paid for one-fourth (24 percent, or 3.8 computers) of the new computers that schools received during the 1997-98 school year, and half (1.9) of these were purchased with Title I funds. State and local funds paid for two-thirds (64 percent) of the new computers, and private sources (which may include parent-teacher associations, businesses, and foundations) provided 12 percent of the new computers.

Federal funds provided much more support for new computers in high-poverty schools than in low-poverty schools. In the highest-poverty schools, Title I funds alone paid for 26 percent of the new computers and federal funds from all sources paid for 49 percent of the new computers. Federal funds provided an average of 6.2 new computers in the highest-poverty schools, with 3.3 of these provided through Title I funds. In contrast, low-poverty schools received a relatively small number of new computers either from Title I (0.6 computers, or 4 percent of all new computers) or from federal funds overall (2.4 computers, or 15 percent).

In contrast, state and local funds provided many more computers in low-poverty schools than in high-poverty schools. The highest-poverty schools received only 4.8 new computers from state and local funds, compared with 12.4 computers received by low-poverty schools. Similarly, Title I schools received 6.2 new computers from state and local funds, compared with 14.9 computers for non-Title I schools. As discussed above, further investigation is needed to understand the reasons for these differences.

The number of new computers received through private sources showed modest differences between the highest- and lowest-poverty schools (1.5 and 1.7 computers, respectively). However, Title I schools received more computers from private sources compared with non-Title I schools (2.2 and 1.2 computers, respectively).

Access to technology resources

Quantity, quality, and connectivity of computers

Overall, high-poverty schools had less access to technology than low-poverty schools in terms of the quantity, quality, and connectivity of computers. The highest-poverty schools had only one computer for every 17 students, while low-poverty schools averaged one computer for every 12 students (Exhibit V-5).

Exhibit V-5
Average Number of Students per Computer

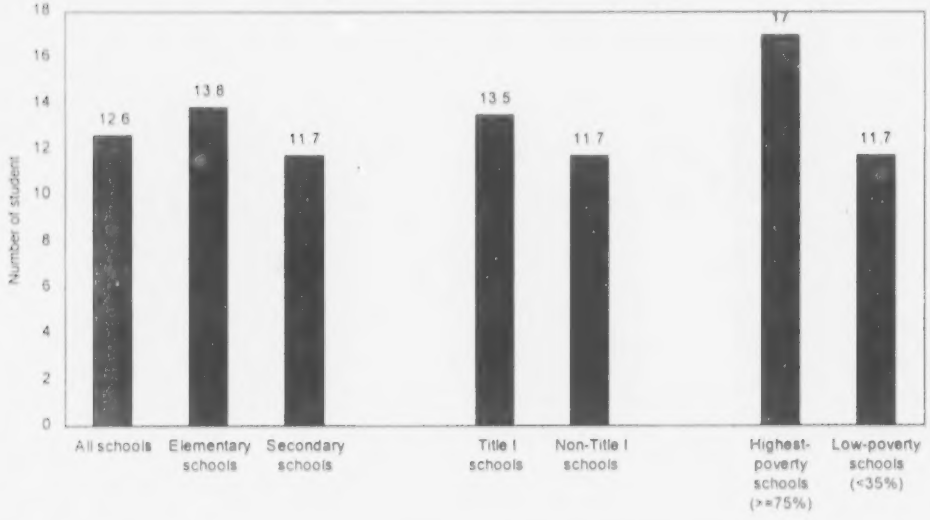


Exhibit reads: **An average school had one computer for every 12.6 students.**

Source: School Questionnaire

Computers in high-poverty schools were less likely to be more advanced models with multimedia capabilities; at the elementary level, 39 percent of instructional computers were multimedia in the highest-poverty schools, compared with 52 percent in low-poverty schools (Exhibit V-6). Computers in the highest-poverty schools were also less likely to be connected to the internet (22 percent) than those in low-poverty schools (34 percent) (Exhibit V-7).

Exhibit V-6
Percentage of Instructional Computers that Are Multimedia Computers

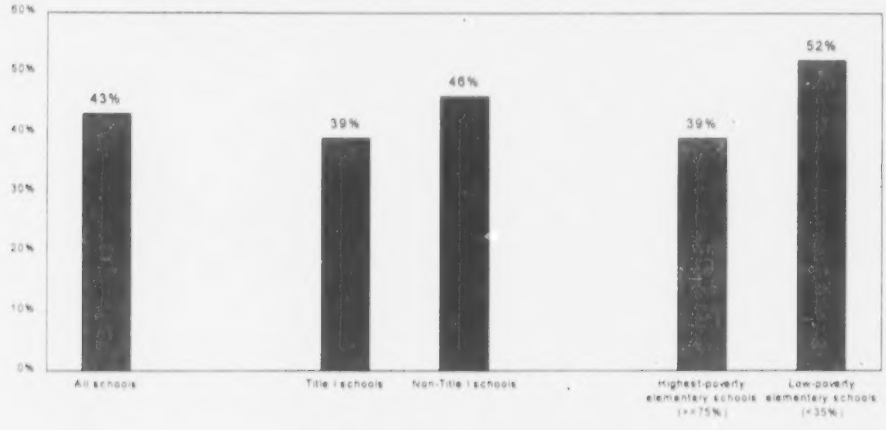


Exhibit reads: **In the average school, 43 percent of the computers used for instruction were multimedia computers.**

Source: School Questionnaire

Exhibit V-7
Percentage of Instructional Computers that Have Internet Access

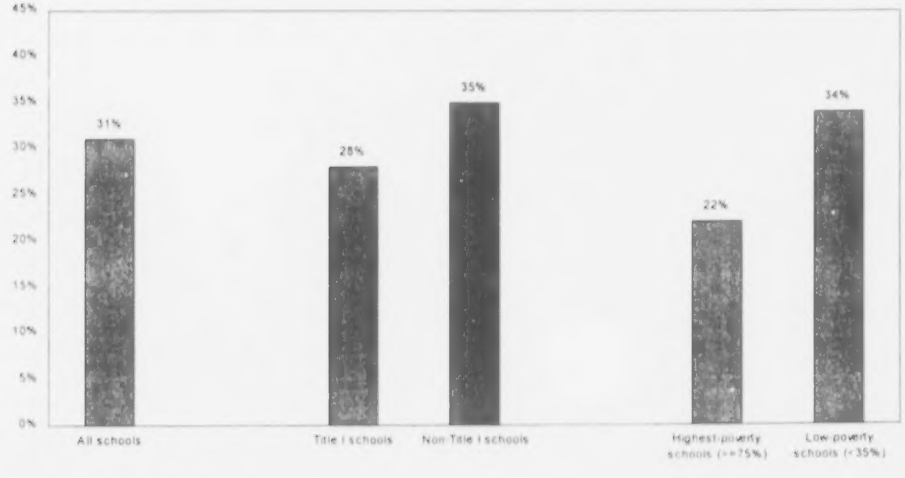


Exhibit reads: **In the average school, 31 percent of instructional computers were connected to the internet.**

Source: School Questionnaire

Similarly, classrooms in the highest-poverty schools had less connectivity to the internet than those in low-poverty schools (26 percent vs. 35 percent), as well as to local area networks (30 percent vs. 44 percent) and wide area networks (14 percent vs. 31 percent) (Exhibit V-8).

Exhibit V-8
Connectivity of Classrooms: Percentage With Access to the Internet, Connected by a LAN, and Connected to a WAN

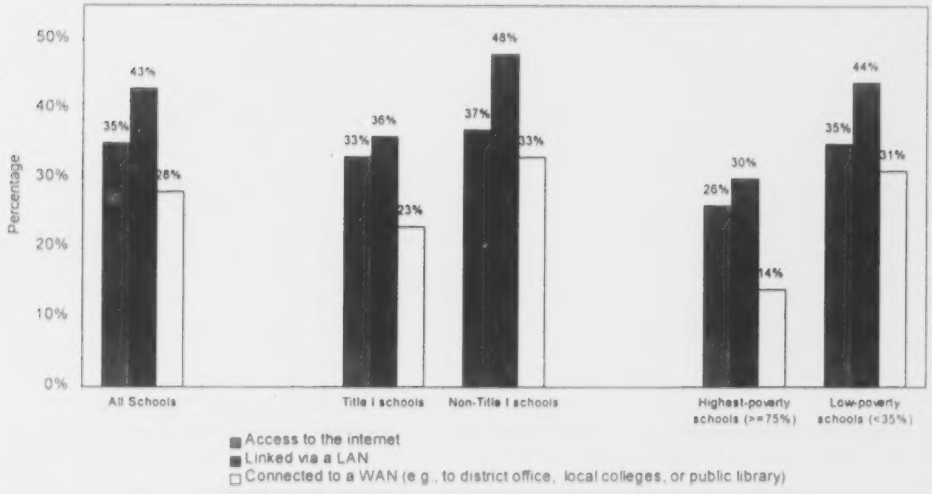


Exhibit reads: **In the average school, over 35 percent of the computers were connected to the internet, 43 percent were connected together through a local area network, and 28 percent were connected to a wide area network.**

Source: School Questionnaire

Frequency that teacher lessons require students to use computers or the internet

Most teachers reported that their lessons required students to use computers, but relatively few incorporated use of computers on a daily basis. Nearly three-fourths (70 percent) of classroom teachers reported that their students used computers at least once a month, but only 17 percent reported daily use (Exhibit V-9).

Exhibit V-9
Frequency that Classroom Teachers' Lessons Require Use of Computers and the Internet

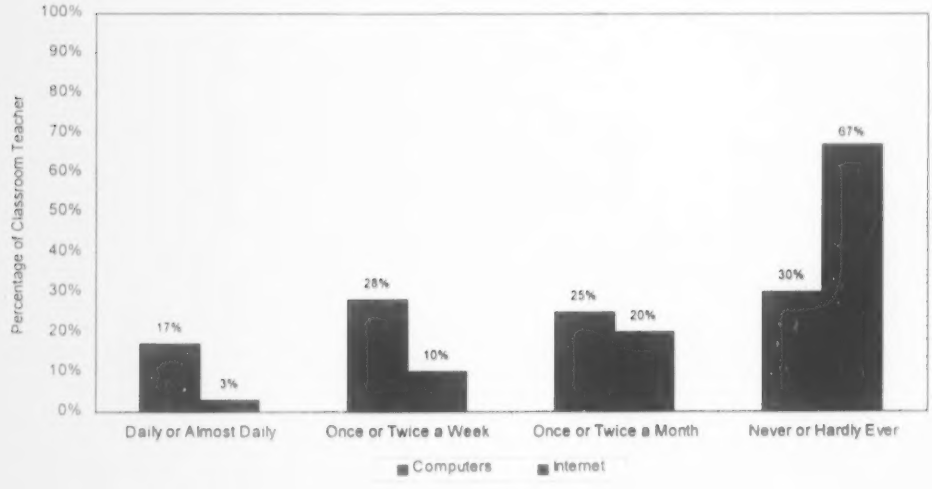


Exhibit reads: **Seventeen percent of classroom teachers indicated that their lessons required students to use computers at least daily.**

Source: Teacher Questionnaire

Teachers typically did not integrate use of the internet into their instruction or expectations for their students. Two-thirds (67 percent) of classroom teachers reported that their lessons "never or hardly ever" required students to use the internet; 13 percent reported weekly or daily use (Exhibit V-9).

Computer and internet use was much more prevalent in elementary schools than in secondary schools. Two-thirds (65 percent) of elementary school teachers reported weekly or daily use of computers, compared with 29 percent of secondary school teachers. Similarly, 20 percent of elementary school teachers reported weekly or daily use of the internet, compared with 7 percent of secondary school teachers (Exhibit V-10). There did not appear to be any substantial differences between Title I teachers and regular classroom teachers in their use of computers or the internet.

Exhibit V-10
Percentage of Classroom Teachers Whose Lessons Require Students to Use Computers or the Internet at Least Once a Week, by Grade Level

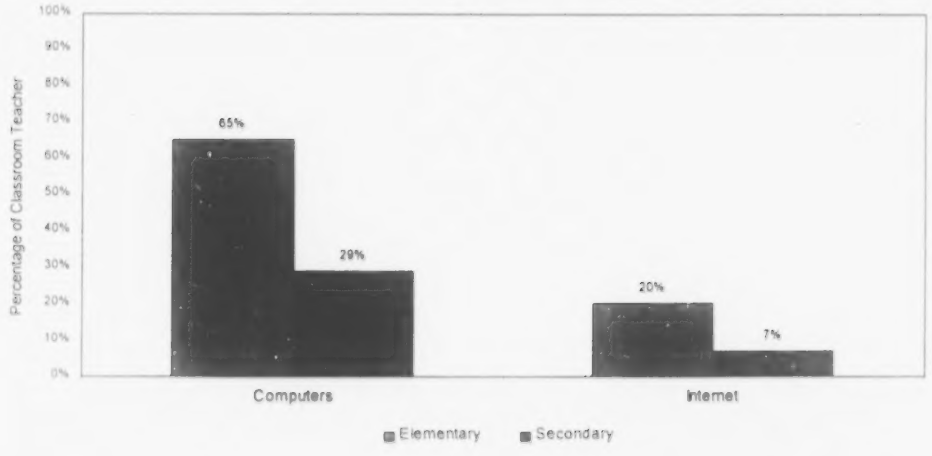


Exhibit reads: **Sixty-five percent of elementary classroom teachers required students to use computers or the internet at least once a week.**

Source: Teacher Questionnaire

Schools' and teachers' perceptions of barriers to effective use of technology

More than two-thirds (70 percent) of school principals reported that the major barrier to effective use of technology was "insufficient teacher understanding of ways to integrate technology into the curriculum" (Exhibit V-11). However, principals also reported that lack of software integrated with the curriculum (68 percent), insufficient number of computers (66 percent), and insufficient technical support (58 percent) were also major barriers to effective use of technology.

While teachers themselves also reported that insufficient teacher understanding was a barrier (45 percent), they were more likely to express concern about an insufficient number of computers (71 percent), lack of software that was integrated with the school's curriculum (60 percent), and insufficient technical support (49 percent).

Exhibit V-11
Barriers to Effective Use of Technology:
Principal and Teacher Perspectives

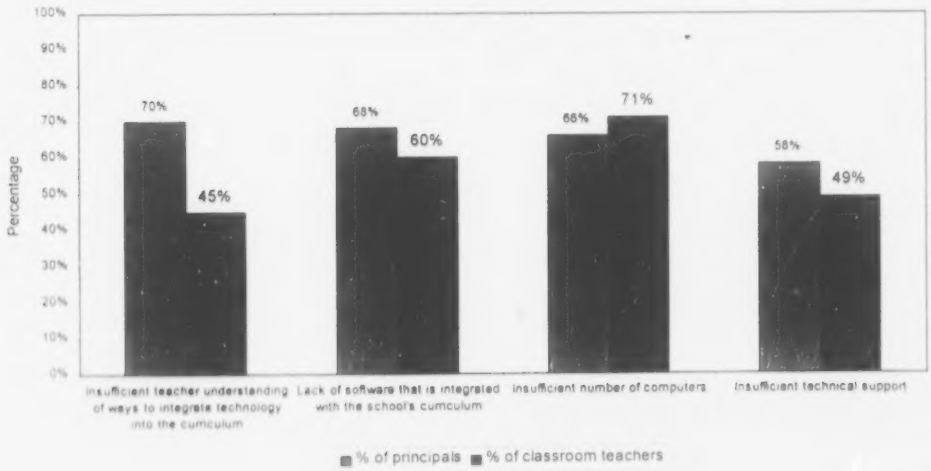


Exhibit reads: **Seventy percent of school principals and 45 percent of classroom teachers reported that *insufficient teacher understanding of ways to integrate technology into the curriculum* was a major barrier to effective use of technology.**

Source: School Questionnaire

District technology coordinators indicated that professional development activities had focused "a great deal" on using technology to support a variety of activities in the last two years. Developing teachers skills in using technology was the most common focus of professional development related to technology (91 percent of districts). However, districts also reported that professional development activities focused "a great deal" on using technology to enable students to meet proficiency standards (72 percent) and to support curriculum and instruction specific to math and science (47 percent) or reading and language arts (32 percent) (Exhibit V-12).

Exhibit V-12
Percentage of Districts Reporting that Professional Development Focused "A Great Deal" on Using Technology to Support Various Activities or Strategies

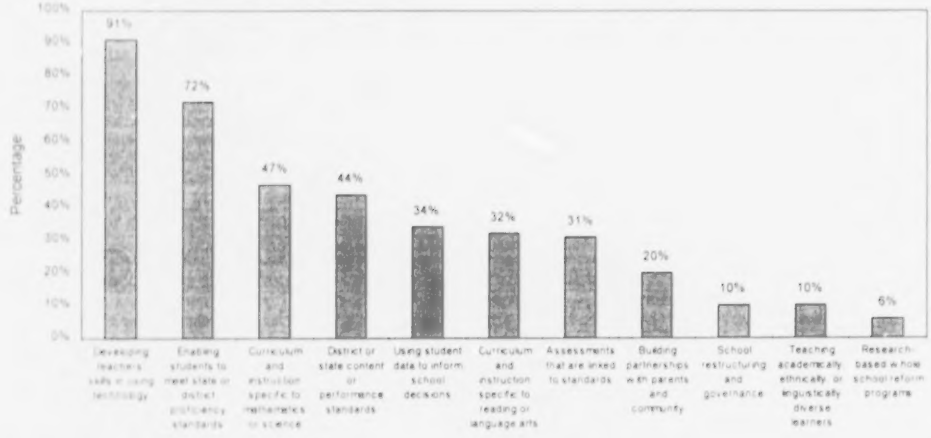


Exhibit reads: **91 percent of school districts reported that professional development focused *a great deal* on developing teachers' skills in using technology.**

Source: District Questionnaire

Summary

This chapter shows that federal funding not only contributes significantly to spending on technology, but also helps to equalize the access between the highest-poverty and low-poverty schools. Four ESEA programs and Goals 2000 provided an estimated $647 million in FY 1997 funds to support increased access to technology in school districts and schools. Two programs focused on technology, the Technology Literacy Challenge Fund and Technology Innovation Challenge Grants, provided 40 percent of this total amount, but district and school spending on technology from Title I amounted to nearly as much as the funds appropriated for the two technology-focused programs. Significant support for technology also came from Goals 2000 and Title VI.

Federal programs provided significant support for purchases of new computers, with federal funds paying for one-fourth (24 percent) of the new computers that schools received during the 1997-98 school year. Federal funds were a much more significant source of support for new computers in the highest-poverty schools, where Title I funds alone paid for 26 percent of the new computers and federal funds from all sources paid for 49 percent of the new computers.

Nevertheless, these federal resources supplemented an uneven base of technology resources provided through state and local funds across high- and low-poverty schools, and high-poverty schools had less access to technology than low-poverty schools in terms of the quantity, quality, and connectivity of computers. Even after using Title I and other federal funds, the highest-poverty schools received fewer new computers in the 1997-98 school year (12.6) than the low-poverty schools (16.4). Consistent with this finding, the highest-poverty schools had only one computer for every 17 students, while low-poverty schools had one computer for every 12 students. Classrooms in the highest-poverty schools were less likely than low-poverty schools to be connected to the Internet, local area networks, or wide area networks.

Most teachers reported that their lessons required students to use computers, but relatively few incorporated use of computers on a daily basis, and they did not typically integrate use of the Internet into instructional activities. A major barrier to effective use of technology was insufficient teacher understanding of ways to integrate technology into the curriculum, according to both principals and teachers, although teachers were more likely to express concern about an insufficient number of computers, lack of software integrated with the school's curriculum, and insufficient technical support. To address the knowledge barrier, more than 80 percent of districts indicated that professional development had focused "a great deal" on developing teachers' skills in using technology.

Chapter VI

Helping Students At Risk of Failing to Meet Educational Standards

Since its inception in 1965, the Title I program has been directed toward providing additional resources to help students who live in high-poverty areas and are educationally disadvantaged. In addition, many states have state compensatory education programs that provide additional resources for improving teaching and learning for at-risk students.

This chapter begins with an overview of the strategies which represent the focus of Title I investments and compares those to the strategies for state compensatory education programs. The second section examines the allocation of Title I resources across type of school and program. Specifically, the section shows the distribution of Title I funds between elementary and secondary schools and between targeted assistance and schoolwide programs. Finally, this chapter examines how Title I teachers and aides use their time, and what schools do to involve parents in the educational process. Data are presented on how teachers spend their time and on how teacher aides or paraprofessionals are used to deliver Title I services within the schools.

School districts' uses of Title I funds

Districts reported that the most common Title I-funded strategy for improving student performance was to *provide supplemental targeted services to students*. Based on the percentage of districts reporting that a particular strategy was used a "great deal" (Exhibit VI-1), the top three strategies for investing Title I funds were providing supplemental targeted academic services to students (62 percent), providing professional development linked to standards (45 percent), and supporting school-based improvement efforts (44 percent).

While Title I funds were focused on targeted services to at-risk populations, those districts operating state compensatory education programs indicated that the top use for those funds was *supporting school-based improvement efforts* (90 percent) — the third-place priority for the use of Title I funds. The second and third priorities fell substantially behind: 69 percent for providing supplemental targeted academic services to students (the number one priority for Title I), and 59 percent for increasing instructional time for low-achieving students (the sixth place strategy for Title I funds). The difference in the priorities for Title I and state compensatory education programs may result largely from the desire of district decision makers not to commingle these funding streams.

Exhibit VI-1
District Use of Title I and State Compensatory Education Funds: Percentage of Districts Reporting that Funds Support Various Specific Strategies "a Great Deal"

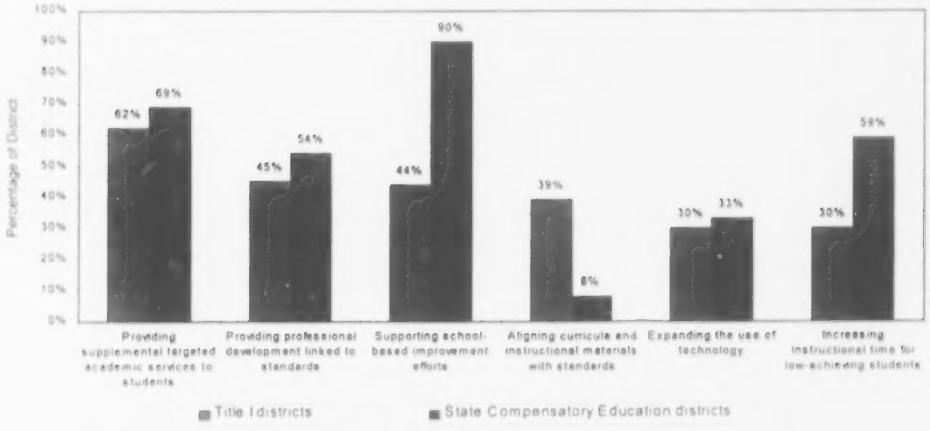


Exhibit reads: **Two-thirds of Title I districts (62 percent) and state compensatory education districts (69 percent) reported that Title I and state compensatory funds support *supplemental targeted academic services to students a great deal.***

Source: District Questionnaire

Title I programs in the schools

Schools may use their Title I funds either for targeted assistance programs or schoolwide programs. Targeted assistance programs, as the name implies, target Title I resources and services to specific "Title I students" who have been identified as most at risk of school failure. In contrast, schoolwide programs may use Title I funds to improve the quality of educational programs and services throughout the school. The 1994 reauthorization expanded eligibility for schoolwide programs to include all schools with poverty rates of 50 percent or higher (52 percent of all Title I schools). Previously, only schools with poverty of 75 percent or higher (25 percent of Title I schools) could operate schoolwide programs.

In the 1997-98 school year, schoolwide programs accounted for nearly half (45 percent) of Title I schools and an even higher share (60 percent) of Title I funds (Exhibit VI-2). The relatively larger allocation of funds to schoolwide programs reflects the fact that these schools tend to have higher poverty levels and thus greater numbers of low-income students.

Exhibit VI-2
Distribution of Title I Schools and Funds Between Targeted Assistance and Schoolwide Programs

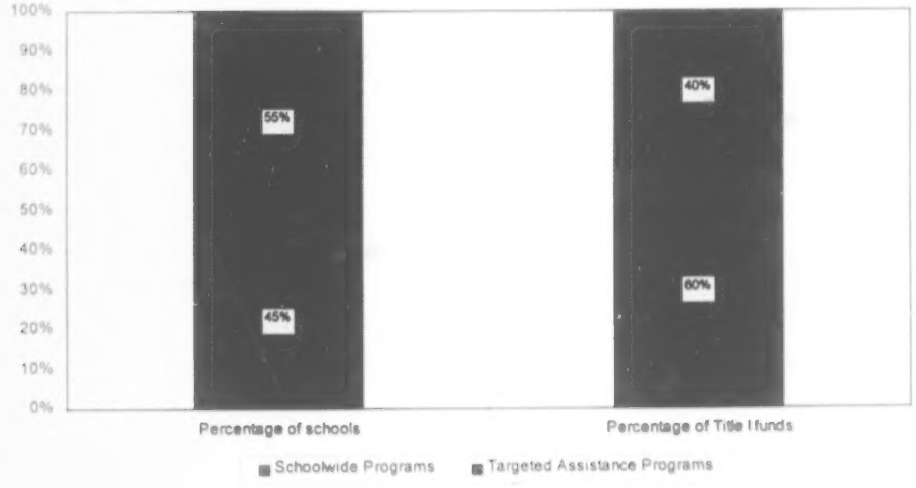


Exhibit reads: **Schoolwide programs accounted for 45 percent of Title I schools and 60 percent of Title I funding for schools.**

Source: District Attachment A - School Allocations for the Federal and State Programs

Schoolwide programs

Over four-fifths (82 percent) of the Title I schools that are eligible to operate schoolwide programs are now doing so, and most of the remaining schools (12 percent) are considering implementing schoolwide programs (see Table A6.4 in Appendix A). These figures show a marked change since the 1990-91 school year, when a study found that nearly half of principals in Title I schools eligible to operate schoolwide programs were not aware of this option.[1] Since that time, the number of schoolwide programs has grown dramatically, and lack of familiarity with the schoolwide option no longer appears to be a factor limiting the establishment of schoolwide programs.

A substantial proportion of the schools currently operating schoolwide programs have been doing so for less than two years (41 percent of elementary schoolwides and 57 percent of secondary schoolwides). This finding is not surprising given the rapid growth in the use of the schoolwide option in recent years.

Exhibit VI-3
Percentage of Schoolwide Programs by Length of Time as a Schoolwide Program

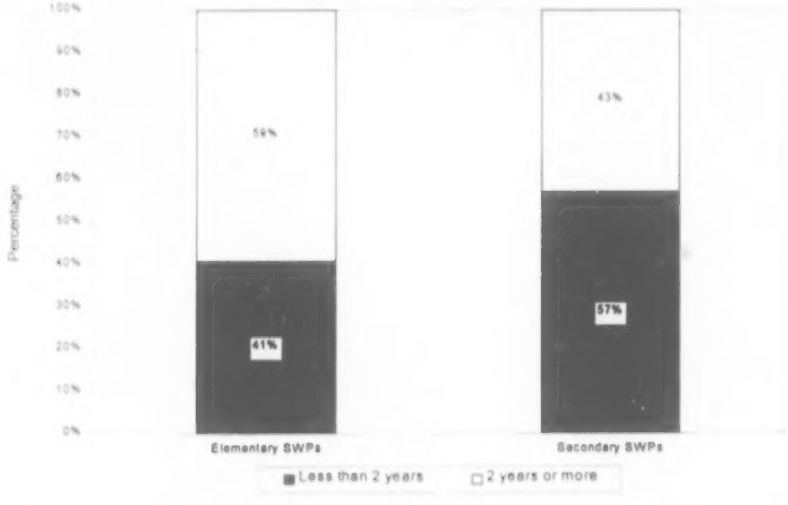


Exhibit reads: **In 1997-98, schoolwide programs had been operating for less than 2 years in 41 percent of elementary schoolwides and 59 percent of secondary schoolwides.**

Source: School Questionnaire

[1] Mary Ann Millsap, Marc Moss, and Beth Gamse (1993). *The Chapter 1 Implementation Study Final Report: Chapter 1 in Public Schools* (Washington, DC: U.S. Department of Education).

Three-fourths (73 percent) of all schoolwide programs reported that they combined their Title I funds with other federal, or state and local, resources to support schoolwide activities (see Table A6.5 in Appendix A). However, in most cases schools do not receive specific allocations from federal programs other than Title I or from the district's general fund. Rather, they receive allocations of personnel and other resources, and have access to professional development opportunities and other services.[2] Thus, while these schools appear to be integrating non-Title I resources into their schoolwide programs, they are probably not commingling funds in a fiscal sense.

Principals of schoolwide programs reported that the federal resources most commonly used by their schools were Title IV (43 percent) and Title II (35 percent), followed by Goals 2000 (21 percent) and Title VI (17 percent) (see Table A6.5 in Appendix A). Schoolwide programs also reported combining resources from private sources (41 percent) and state compensatory education programs (33 percent).

[2]For example, in a study of 24 school districts with reputations for pursuing innovative reforms to improve teaching and learning, Goertz and Duffy found that most of these districts "retain control over the allocation of most personnel and non-personnel resources to schools. Schools have limited control over the size and composition of their staff. In most of the study sites, schools' budgetary authority is generally limited to the expenditure of Title I, state compensatory education, instructional and professional development funds and occasional grant monies." Margaret Goertz and Mark Duffy, "Resource Allocation in Reforming Schools and School Districts," Margaret Goertz and Allan Odden (eds.), School-Based Financing (Corwin Press, 1999).

Targeted assistance programs

School principals' objectives for the use of Title I funds were consistent with district priorities. When principals of Title I targeted-assistance schools were asked about the objectives influencing decisions regarding how Title I funds were used (Exhibit VI-4), 94 percent responded that *improving student achievement in reading and language arts* was "extremely important." Mathematics was a less frequent priority: 68 percent of the principals responded that the objective of *improving student achievement in mathematics* was "extremely important."

Exhibit VI-4
Percentage of Title I Targeted Assistance Program Schools Indicating That Each Objective is 'Extremely Important'

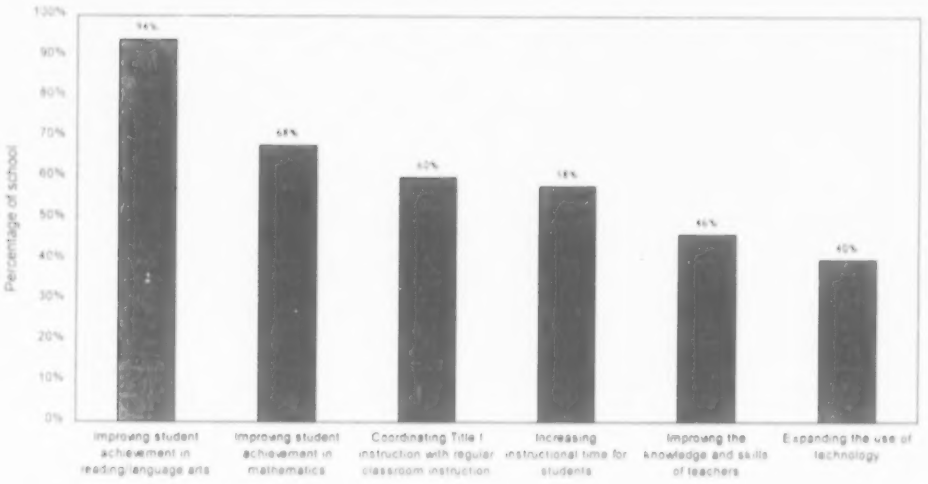
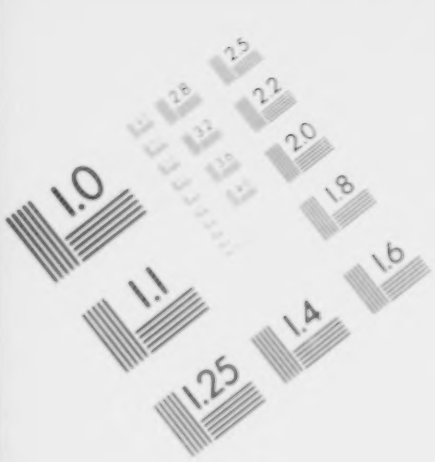


Exhibit reads: **Sixty-eight percent of schools responded that *improving student achievement in mathematics* was 'extremely important' in influencing their decision about how to use Title I funds in Targeted Assistance Programs.**

Source: School Questionnaire



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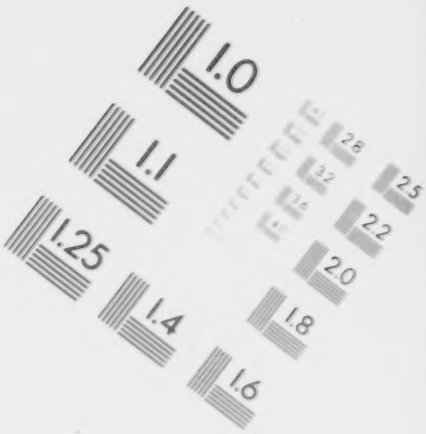

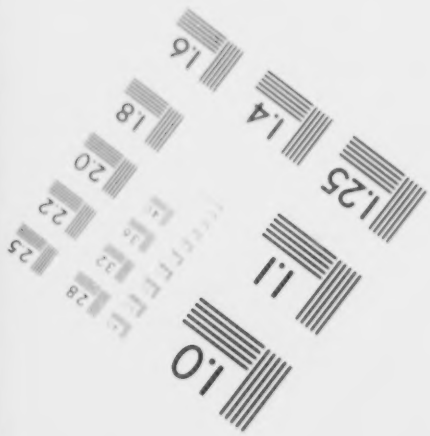

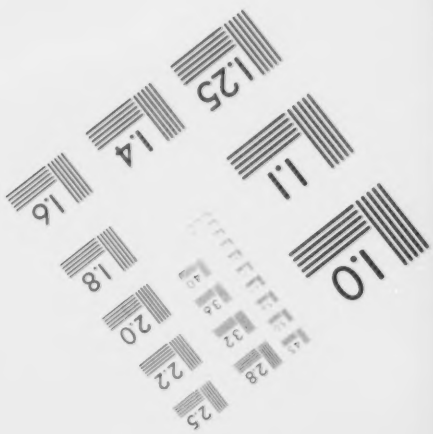

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In general, Title I schools operating targeted assistance programs reported an increase in the number of children served through Title I over the three-year period from 1994-95 to 1997-98. Over two-thirds (69 percent) of targeted assistance schools reported serving more students in 1997-98 than in 1994-95, while only 16 percent served fewer students in 1997-98 (Exhibit VI-5). However, the amount of instructional time per Title I student tended to remain the same, with 61 percent of the schools reporting no change and roughly equal percentages reported increases or decreases (22 percent and 17 percent, respectively).

Targeted assistance schools also reported a decrease in the use of pullout programs and an increase in the use of extended time programs. About one-third (36 percent) of the schools reported less use of pullout programs in 1997-98 than in 1994-95, while only 6 percent reported an increase in the use of pullout. Use of extended-time programs increased in 23 percent of the schools (and decreased in 7 percent of the schools) over the same period.

Exhibit VI-5
Changes in the Implementation of Title I Targeted Assistance Programs in the Last Three Years

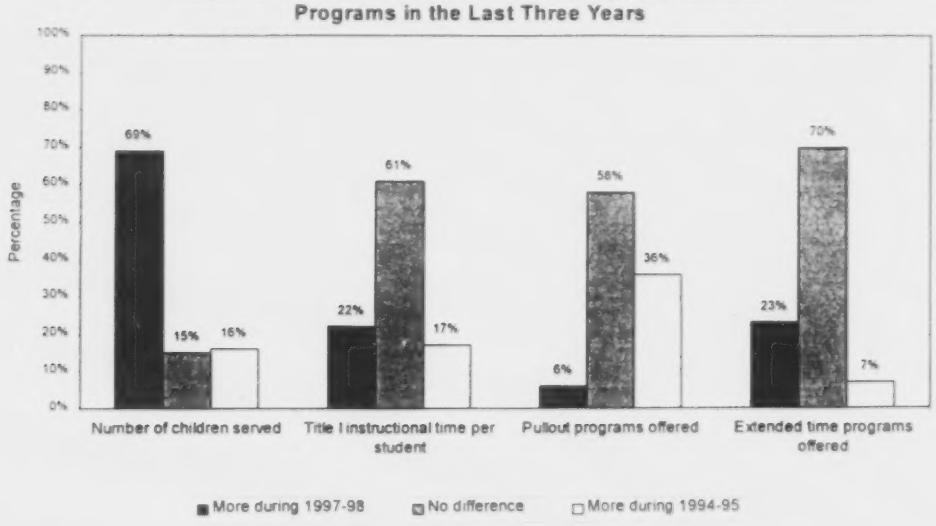

Exhibit reads: **The number of children served by Title I Targeted Assistance Programs was greater in 1997-98 for 69 percent of the schools, unchanged for 15 percent of schools, and less for 16 percent.**

Source: School Questionnaire

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Pullout programs in Title I schools

The 1994 reauthorization strongly encouraged schools to integrate Title I with the regular academic program and to use the pullout model (instruction outside the regular classroom) only when it is the best way to meet the needs of students. In the past, districts and schools often preferred to use Title I funds for pullout services to ensure that they did not violate the "supplement, not supplant" requirement for Title I targeted assistance schools. Although pullout programs can sometimes be effective, they also can be disruptive to student learning, and they can stigmatize participating students as low-achieving.

Although targeted assistance schools have reduced their use of pullout programs (as shown in the previous section), this model continues to be widely used. About three-fourths (72 percent) of elementary targeted assistance schools serve Title I students in pullout programs, and these programs serve 63 percent of Title I students. However, in-class models (Title I-supported instruction in the regular classroom) are almost as prevalent, used in 66 percent of elementary targeted assistance schools and serving 65 percent of the Title I students. About 38 percent of elementary targeted assistance schools offer both pullout and in-class services.

Schoolwide programs appear less likely to use the pullout model compared with targeted assistance programs. About half (48 percent) of elementary schoolwide programs serve students in pullout settings.[3] Pullout programs served 21 percent of the students in elementary schoolwides using the pullout approach and 10 percent of students in all elementary schoolwides.

How Title I teachers use their time

The discussion above provides a simplified picture of how Title I services were offered. A more complex picture emerged when Title I teachers themselves were asked how they use their time and provided services to the relevant special-need populations of students.

Elementary Title I teachers reported that they spent 66 percent of their time in instructional activities (Exhibit VI-6). This instructional time was primarily spent in resource rooms (i.e., pullout settings), which accounted for 49 percent of their time. Title I teachers also spend 14 percent of their time teaching students in in-class settings, and another 3 percent on informal tutoring.

[3] These data on pullout services for schoolwide programs may not be directly comparable to the data for targeted assistance programs. In schools operating targeted assistance programs, the SERFF questionnaire asked about services that were funded by Title I. In the schools operating schoolwide programs, the SERFF questionnaire asked about pullout services in general without regard to funding.

The remainder of Title I teacher time was divided among various non-instructional activities. Most of the non-instructional time was used for planning, preparation, and grading combined (19 percent of total time); administrative duties (6 percent); and consulting with other staff (6 percent).

Exhibit VI-6
Percentage of Time Allocated by Title I Teachers to Various Instructional and Non-Instructional Activities

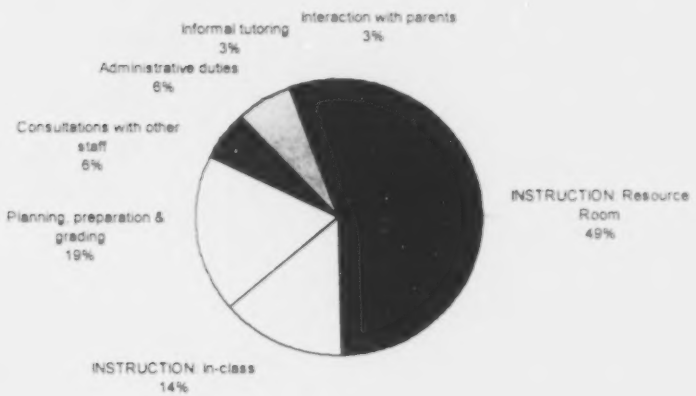

Exhibit reads: **Title I teachers used 49 percent of their time for instruction in resource rooms, and an additional 14 percent for in-class instruction.**

Source: Title I Teacher Questionnaire

Responsibilities and qualifications of Title I teacher aides

Many schools use Title I funds to employ teacher aides or paraprofessionals, and Title I schools often make widespread use of aides as part of the instructional program. In the 1997-98 school year, almost all (98 percent) of the Title I teacher aides spent at least some of their time teaching or helping to teach students. Other responsibilities reported by a majority of Title I teacher aides included preparing teaching materials (84 percent of aides), correcting student work, taking roll, and other administrative duties (81 percent), testing students (77 percent), doing yard or cafeteria duty (56 percent), and working or meeting with parents (54 percent). Title I teacher aides were less likely to report working in the school office (23 percent), working in the library or media center (18 percent), or interpreting for LEP students (11 percent).

Although paraprofessionals are commonly used to teach or help to teach children, they usually lack the educational background that would qualify them for this role. Only 25 percent of Title I teacher aides in elementary schools had a bachelor's degree, and the figure was even lower in the highest-poverty elementary schools (10 percent).

Exhibit VI-7
Percentage of Title I Teacher Aides with Bachelors Degrees

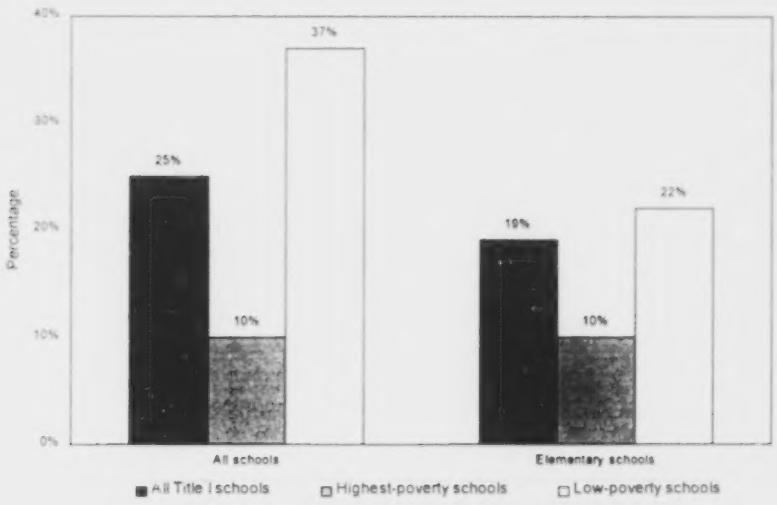

Exhibit reads: **At the elementary level, 19 percent of Title I aides had a Bachelor's degree, as did 10 percent of aides in the highest-poverty schools.**

Source: Title I Teacher Aide Questionnaire.

Nevertheless, Title I aides report that they spent most of their time teaching or helping to teach students (60 percent). Aides spend most of their remaining time on instructional support activities, including preparing teaching materials (13 percent); testing students, correcting student work, taking roll, and other administrative duties (13 percent); working in the library, media center, school office, or yard duty (16 percent); working with or meeting with parents (3 percent); and interpreting for LEP students (2 percent).

Exhibit VI-8
Amount and Percentage of Time that Title I Aides Reported Spending on Various Activities

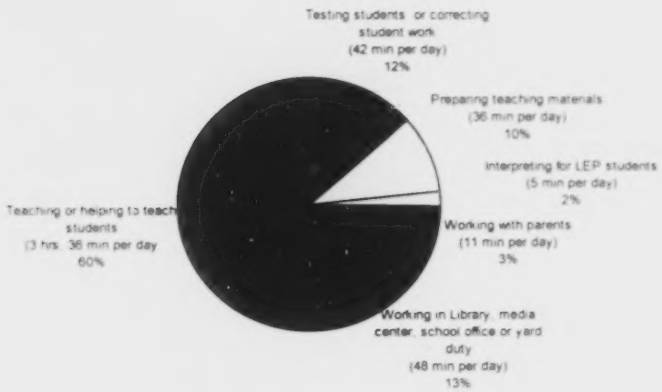

Exhibit reads: **Title I aides spent 60 percent of their time teaching or helping to teach students.**

Source: Title I Teacher Aide Questionnaire

Title I teacher aides in the highest-poverty schools spent less of their time teaching or helping to teach students (43 percent) compared with aides in low-poverty schools (70 percent). Similarly, Title I aides in schoolwide programs spent less of their time on this activity (49 percent) compared with aides in targeted assistance programs (70 percent). In the highest-poverty schools (and, to a lesser extent, in schoolwide programs), Title I teacher aides spent an above-average share of their time working in the library, media center, or school office or on yard or cafeteria duty (24 percent).

Exhibit VI-9
Percentage of Time that Title I Aides Reporting Spending on Various Activities by School Poverty, Grade Level, and Type of Title I Program

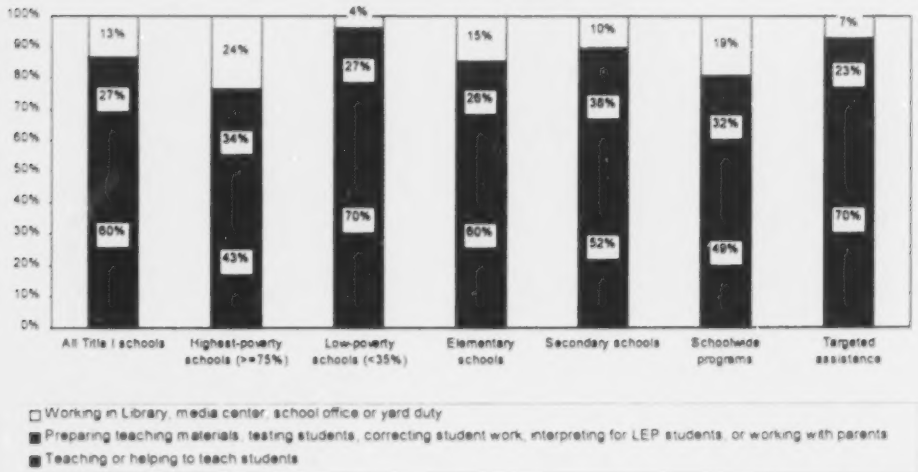

Exhibit reads: **Title I teacher aides spent more of their time teaching or helping to teach students in low-poverty schools (70 percent) than they did in the highest-poverty schools (43 percent), where they spent an above-average share of their time working in the library, media center, or school office or on yard or cafeteria duty (24 percent).**

Source: Title I Teacher Aide Questionnaire

Title I teacher aides reported that a substantial amount of the time they spend teaching or helping to teach students was on their own, without a teacher present. Across all Title I schools, 41 percent of Title I teacher aides reported that half or more of the time they spent teaching or helping to teach was on their own, without a teacher present. Title I aides in high-poverty schools were more likely to report that half or more of their time teaching students was without a teacher present (46 percent of Title I teacher aides in the highest-poverty schools, compared with 28 percent of Title I aides in low-poverty schools). Title I aides also spent more of their time teaching students without a teacher present in elementary schools (43 percent) than in secondary schools (17 percent).

Exhibit VI-10
Percentage of Time Title I Aides in Elementary Schools Spent Teaching Students Without a Teacher Present

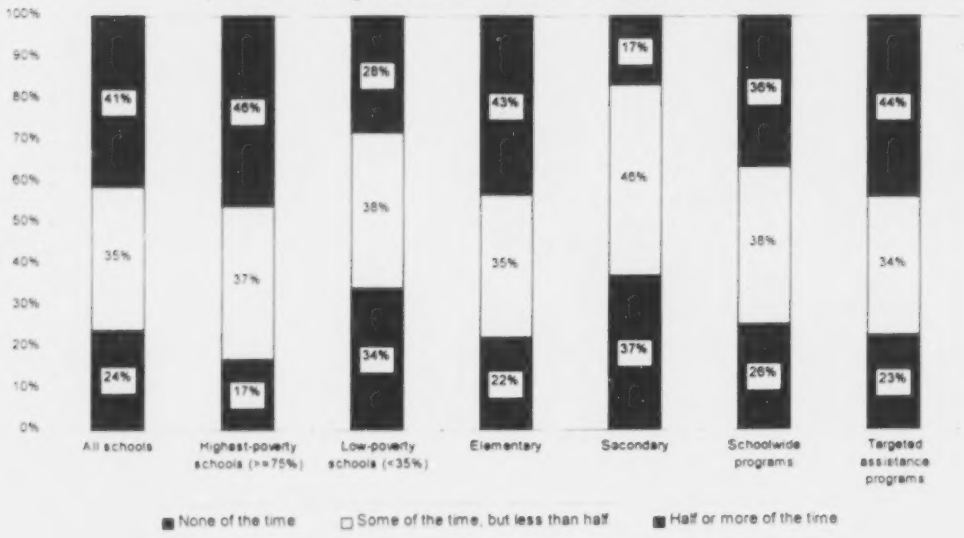

Exhibit reads: **Forty-one percent of Title I aides reported that half or more of the time they spent teaching or helping to teach was on their own, without a teacher present.**

Source: Title I Teacher Aide Questionnaire

Although paraprofessionals are spending a majority of their time teaching, they receive limited in-service training to improve their skills. Although over three-quarters (78 percent) reported receiving such training in the 1997-98 school year, most received less than 2 days of training (see Appendix Table A6.20).

Parental involvement

Title I schools used a variety of strategies for involving parents in their children's education (Exhibit VI-11). Common strategies were parent advisory councils (81 percent of Title I schools), home-based education activities designed to reinforce classroom instruction (70 percent), parent resource centers (67 percent), parent coordinators (67 percent), and family literacy programs (44 percent). Home-based education activities were more prevalent in targeted assistance schools (84 percent, vs. 60 percent of schoolwide programs). Family literacy programs were more prevalent in schoolwide programs (57 percent vs. 36 percent in TAP schools). Parent liaison staff and parent resource centers were both more prevalent in schoolwide programs.

Exhibit VI-11
Services and Resources For Parents in Title I Schools:
Title I, Targeted Assistance Program and Schoolwide Program Schools
Offering Specific Services and Resources For Parents

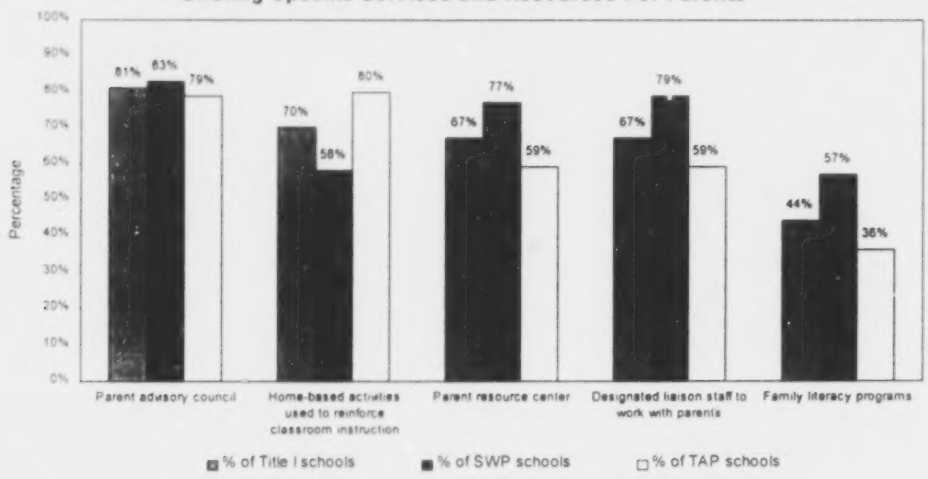

Exhibit reads: **Thirty-six percent of targeted assistance program schools, 57 percent of schoolwide program schools, and 44 percent of Title I schools offered *family literacy programs* as specific services or resources for parents in Title I schools.**

Source: School Questionnaire

Summary

This chapter has explored the strategies for investing Title I and state compensatory education funds, and while there were similarities, there were also some differences in the ordering of priorities. The most common strategy for using Title I funds was providing supplemental targeted academic services to students (62 percent of districts), while in those districts operating state compensatory education programs, the most common strategy for investing state compensatory education funds was supporting school-based improvement efforts (90 percent) — the third highest priority for the use of Title I funds.

Schoolwide programs now account for 45 percent of all Title I schools and 60 percent of Title I funds allocated to schools. Most Title I schools that are eligible to operate schoolwide programs are doing so (82 percent), and an additional 12 percent report that they are considering implementing the schoolwide approach.

In targeted assistance schools, the highest priorities reported by principals for using Title I funds are improving student achievement in reading or language arts (indicated as "extremely important" by 94 percent of these schools), improving student achievement in math (68 percent), coordinating Title I instruction with regular classroom instruction (60 percent), and increasing instructional time for students (58 percent). About one-fourth (23 percent) of these schools reported an increase in the use of extended-time programs since the 1994-95 school year. More than two-thirds (69 percent) of the schools reported serving more students with Title I funds, but the amount of Title I instructional time per student did not change substantially.

Pullout services are still the predominant way in which Title I teachers use their time and provide instructional services to students, and this approach is more prevalent in targeted assistance programs than in schoolwide programs. Almost three-fourths (72 percent) of the targeted assistance elementary schools provided pullout services and served 63 percent of Title I students in these schools. Two-thirds (66 percent) of the targeted assistance schools offered *in-class services* for 65 percent of their Title I students. However, 36 percent of targeted assistance schools reported that they have reduced their use of pullout programs since the 1994-95 school year.

Title I teachers reported that 66 percent of their time was spent in instructional settings. This instructional time was primarily spent in resource rooms (e.g., pullout programs) or separate departmentalized classes (49 percent of their time), with an additional 14 percent spent teaching students in in-class settings and 3 percent on informal tutoring. The remainder of time was spent on planning, preparation, and grading (19 percent), consultations with other staff (6 percent), interactions with parents (3 percent), and administrative duties (6 percent).

Paraprofessionals were widely used for teaching and helping to teach students, although their educational backgrounds do not prepare many of them for such responsibilities. Title I teacher aides reported that 60 percent of their time was spent on

teaching or helping to teach students. Moreover, 41 percent of Title I aides reported that half or more of the time they spent teaching or helping to teach students was on their own, without a teacher present, and 76 percent spent at least some of their time teaching without a teacher present. Although 99 percent of these aides had a high school diploma or a GED, only 19 percent (and 10 percent in the highest-poverty schools) had a bachelor's degree.

Chapter VII

Preschool and Extended Time Programs

Schools have established a variety of programs that provide additional instructional time for students. These include preschool programs to help prepare students for their subsequent schooling experiences; programs that extend instructional time during the regular school year before school, after school, and on the weekends; and summer school programs that provide additional instruction in the months beyond the normal school year. Each of these programs provides a way to increase the amount of instructional time available to students to take advantage of structured learning opportunities.

It should be noted that this study's estimates of the percentages of schools offering various types of extended time programs are somewhat higher than similar estimates from the Follow-Up Public School Survey, also sponsored by the U.S. Department of Education.[1] It is believed that these differences are due to different wording in the school questionnaires administered by the two studies. Specifically, the Follow-Up Survey asked simply about "extended time instructional programs", while the Study of Education Resources asked whether schools offered "tutorial or instructional programs" outside of the regular school day and year. The specific inclusion of tutorial programs in the questionnaire wording apparently caused a greater number of schools to respond positively when asked if they offered extended time programs.

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[1] Heid and Webber, *School-Level Implementation of Standards-Based Reform: Findings from the Follow-Up Public School Survey on Education Reform* (Washington, DC: U.S. Department of Education, 1999). The Follow-Up Survey asked only Title I schools about whether they offered extended time programs, and it found that only 44 percent of Title I schools offered after-school programs and 37 percent offered summer programs, compared with SERFF findings of 59 percent and 61 percent, respectively. The estimated prevalence of before-school programs was similar across both studies (16 percent from the Follow-Up Survey and 19 percent from the SERFF). Both surveys were conducted during the 1997-98 school year..

Preschool programs

Prevalence of preschool programs

More than one-third (34 percent) of all elementary schools offered preschool programs to their students (Exhibit VII-1). However, the availability of such programs varied greatly according to the type of Title I program. Over half (53 percent) of the elementary schools operating Title I schoolwide programs offered preschool programs, compared with 19 percent of elementary targeted assistance schools and 22 percent of non-Title I schools.

Exhibit VII-1
Percentage of Elementary Schools With Preschool Programs

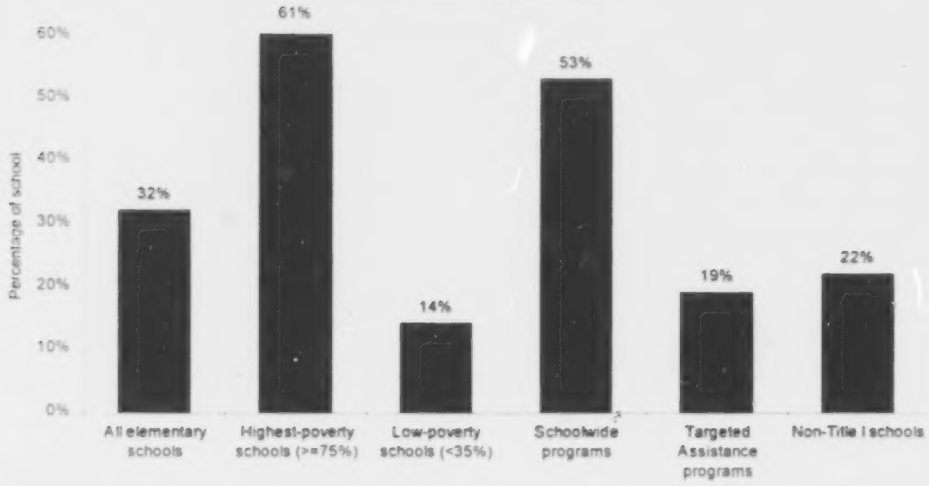

Exhibit Reads: **Fifty-three percent of elementary schools with schoolwide Title I programs offered preschool programs.**

Source: School Questionnaire

The highest-poverty schools were more than four times as likely to operate preschool programs as low-poverty schools: 61 percent of schools serving 75 percent or more students living in poverty, versus 14 percent of schools serving less than 35 percent of students living in poverty.

Proportion of students served by preschool programs

The highest-poverty schools enrolled a greater percentage of the estimated preschool-age population (34 percent) in their school attendance areas than low-poverty schools (20 percent) (Exhibit VII-2).[1] Schoolwide programs enrolled an estimated 29 percent of the preschool-age children in preschool programs, compared with 22 percent in targeted assistance schools and 30 percent in non-Title I schools.

Exhibit VII-2
Preschool Enrollment as a Percentage of the Estimated Preschool-Age Population in Those Schools Offering Preschool Programs

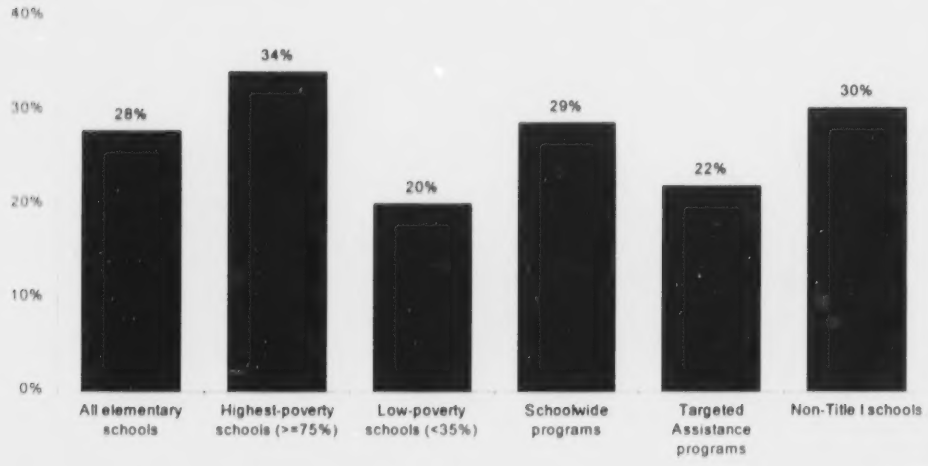

Exhibit Reads: **In the highest-poverty elementary schools, the number of children enrolled in preschool programs was 34 percent of the estimated preschool-age population in the attendance areas for those schools.**

Source: School Questionnaire

[1] Measurement of how many children are served by preschool programs is benchmarked against twice the average non-preschool enrollment per grade level (i.e., average enrollment for kindergarten through the highest grade level in the school). The enrollment per grade level provides an estimate of the number of students of a given age or grade level in the school's attendance area. It is assumed that preschool includes students who might begin formal schooling at age 3 or 4. The average non-preschool enrollment per grade level represents an estimate of the number of students at each age level. Thus, the number of 3- and 4-year-olds combined may be estimated by doubling the average enrollment per non-preschool grade level in the school. For example, if the average grade level in the school serves 60 children, it is assumed that there are 120 children of preschool-age (3 or 4 years old) in the community available to take advantage of a preschool program.

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Extended time instructional programs during the school year

Prevalence of extended time programs

Overall, about two-thirds (63 percent) of all schools offered extended-time instructional or tutorial programs during the school year (including before-school, after-school, and weekend programs). Extended time programs were much more prevalent in secondary schools (79 percent) but were also present in over half (54 percent) of elementary schools.

Exhibit VII-3
Percentage of Schools Offering Extended Time Instructional Programs During the School Year

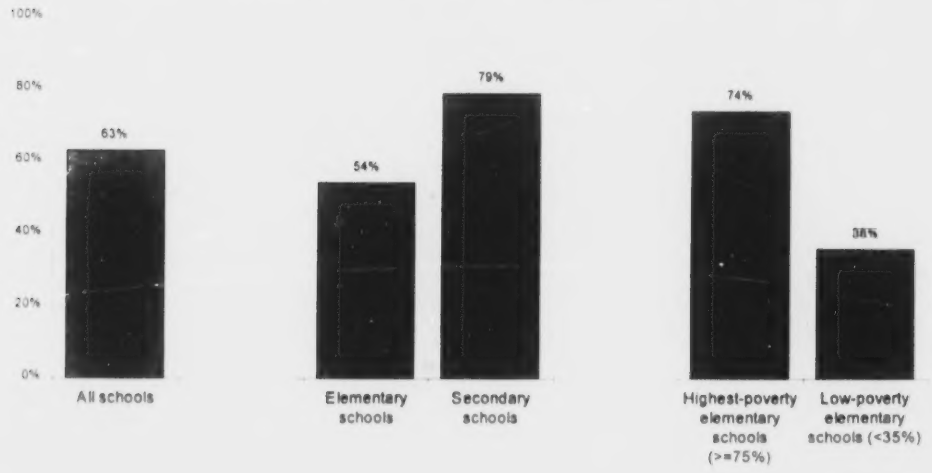

Exhibit Reads: **Sixty-three percent of all schools offered extended time programs during the school year.**

Source: School Questionnaire

Extended time programs were much more prevalent in higher-poverty schools, with 75 percent of the highest-poverty schools offering such programs, compared with only 56 percent of low-poverty schools. The pattern was particularly pronounced among elementary schools, where the highest-poverty were twice as likely to offer extended time programs as the lowest-poverty schools (74 percent vs. 36 percent).

Title I schools were more likely than non-Title I schools to have extended-time programs. At the elementary level, 60 percent of Title I schools and 38 percent of non-TitleI schools offered extended time programs. Among secondary schools, extended time programs were available in 94 percent of Title I schools and 78 percent of non-Title I schools). Among Title I schools, those with schoolwide programs were more likely to offer extended time programs (74 percent) than were targeted assistance schools (57 percent), which is consistent with the above finding that extended time programs were more prevalent in higher-poverty schools.

After-school programs were the most common type of extended-time instructional program during the school year. Fifty-seven percent of all schools had after-school instructional programs, while 22 percent had before-school programs and 6 percent have weekend programs. The highest-poverty schools were more likely than low-poverty schools to offer after-school programs (73 percent versus 48 percent) and weekend programs (9 percent versus 5 percent) but less likely to offer before-school programs (14 percent vs. 25 percent). However, when school grade level is held constant, before-school programs are slightly more prevalent in higher-poverty schools (14 percent of the highest-poverty elementary schools, compared with 12 percent of low-poverty elementary schools).

Exhibit VII-4
Percentage of Schools Offering Before-School, After-School, and Weekend Instructional Programs

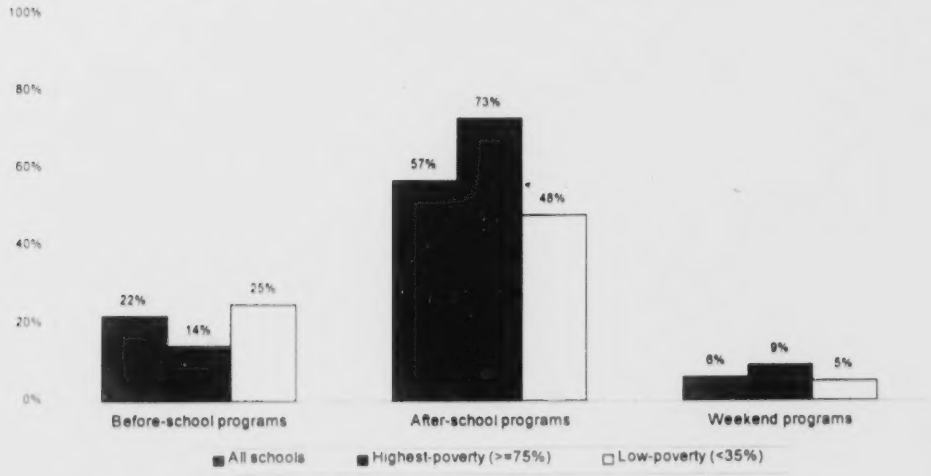

Exhibit Reads: **Fifty-seven percent of schools offered after-school programs.**

Source: School Questionnaire

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Proportion of students served by extended time programs

Schools that offered extended time programs typically served a small percentage of their students in these programs (11 percent). The highest-poverty schools served twice as many of their students in extended time programs (16 percent) compared with low-poverty schools (8 percent). There was little difference in the proportion of students served in elementary and secondary schools and in Title I and non-Title I schools. Title I schoolwide programs with extended-time programs served a greater proportion of their students in these programs (15 percent) compared with targeted assistance schools (9 percent) — again consistent with the findings on high- and low-poverty schools.

Exhibit VII-5
Percentage of Students Served by Extended Time Instructional Programs During the School Year

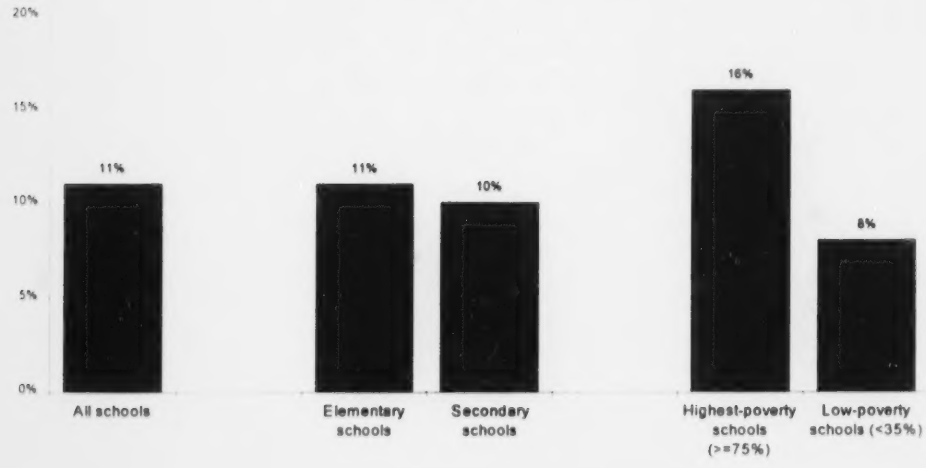

Exhibit Reads: **Ten percent of students in secondary schools were served by extended time programs.**

Source: School Questionnaire

The percentage of students served did not vary substantially across the different types of extended-time programs. Before-school programs served 7 percent of students in the schools that offered such programs, while after-school and weekend programs both served 9 percent of the students.

Exhibit VII-6
Percentage of Students Served by Before-School, After-School, and Weekend Instructional Programs

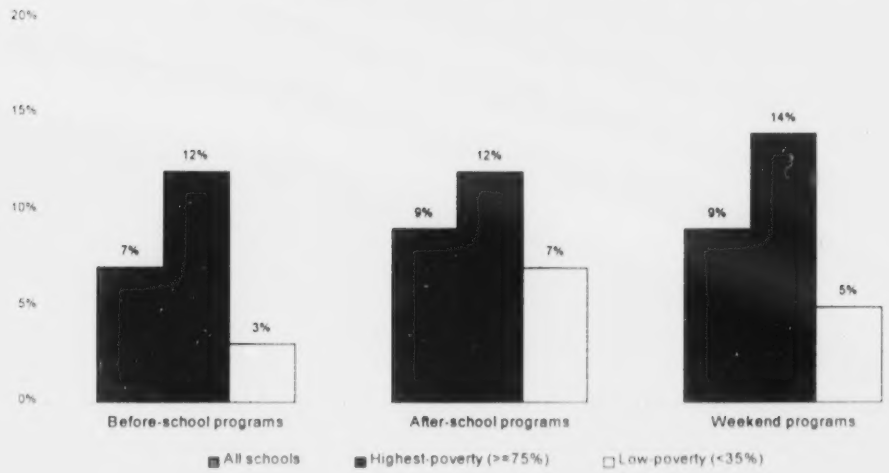

Exhibit Reads: **Fourteen percent of students in the highest-poverty schools were served by weekend programs.**

Source: School Questionnaire

Hours of instruction added through extended time programs

On average, extended time instructional and tutorial programs during the school year added 116 hours of additional instructional time to the school year for participating students — a 10 percent increase in the amount of time these students spent in school.[3] Extended time programs added more instructional hours in secondary schools (135 hours) than in elementary schools (101 hours), and also added more hours in the highest-poverty schools (134 hours) than in low-poverty schools (108 hours).

Exhibit VII-7
Instructional Time Added by Extended Time Programs During the School Year

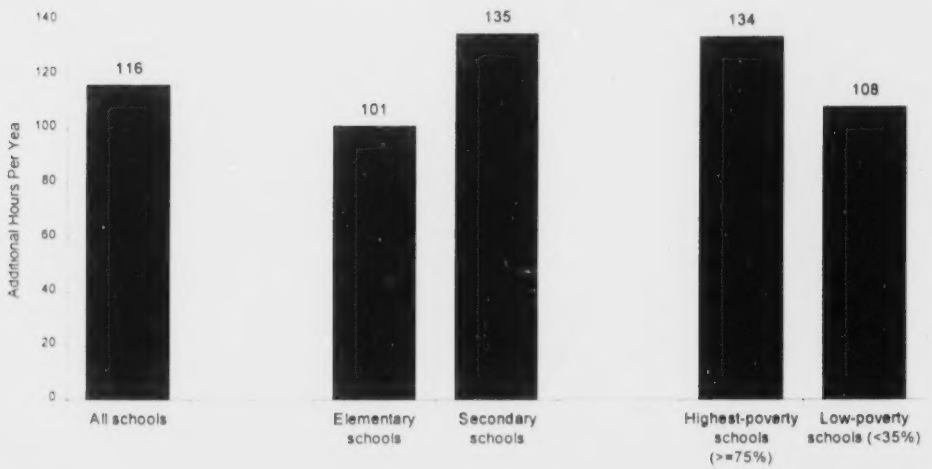

Exhibit Reads: **Extended time programs in elementary schools added 55 instructional hours to the school year for participating students.**

Source: School Questionnaire

[3] This percentage is based on the average number of hours of instruction per school year ranging from about 1,073 to 1,300 depending upon type of Title I program. Choosing a middle point as an average (i.e., 1,187), the average of 10 percent is calculated by dividing 116 by 1,187.

The additional time provided did vary substantially across the different types of extended-time programs. After-school programs provided the most additional time (111 hours), while before-school programs provided an additional 77 hours and weekend programs provided an additional 53 hours. After-school programs also provided significantly more additional time in high-poverty schools, adding 143 hours in the highest-poverty compared with 94 hours in the lowest-poverty schools.

Exhibit VII-8
Instructional Time Added by Before-School, After-School, or Weekend Instructional Programs

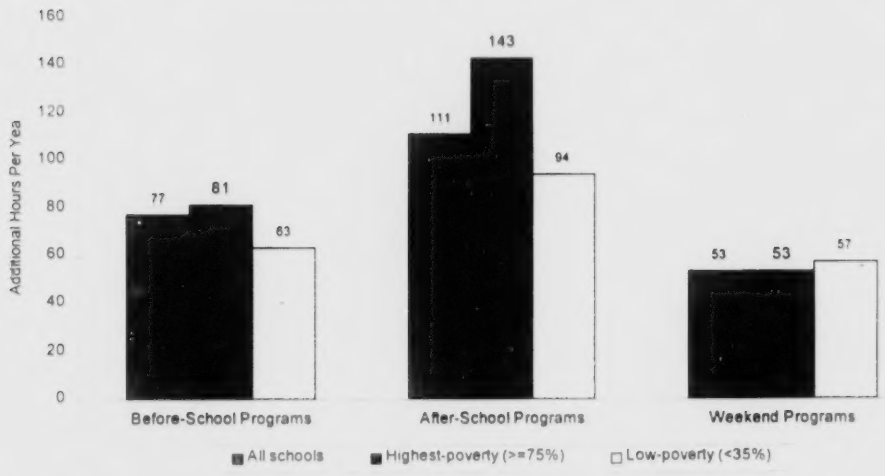

Exhibit Reads: **After-school programs added 143 hours of instructional time per year in the highest-poverty schools.**

Source: School Questionnaire

Summer school programs

Prevalence of summer programs

Overall, more than half (56 percent) of all schools offered summer school programs. These summer programs were somewhat more prevalent in secondary (66 percent) than in elementary schools (51 percent).

At the elementary level, summer school programs were much more common in the highest-poverty schools (65 percent) than in low-poverty schools (40 percent). Summer programs were more than twice as likely to be offered in Title I elementary schools (59 percent) than in non-Title I elementary schools (26 percent). At the secondary level, the prevalence of summer programs did not vary much by school grade level or Title I status (see Appendix Table A7.6).

Exhibit VII-9
Percentage of Schools Offering Summer School Programs By Grade Level and Type of Title I Program

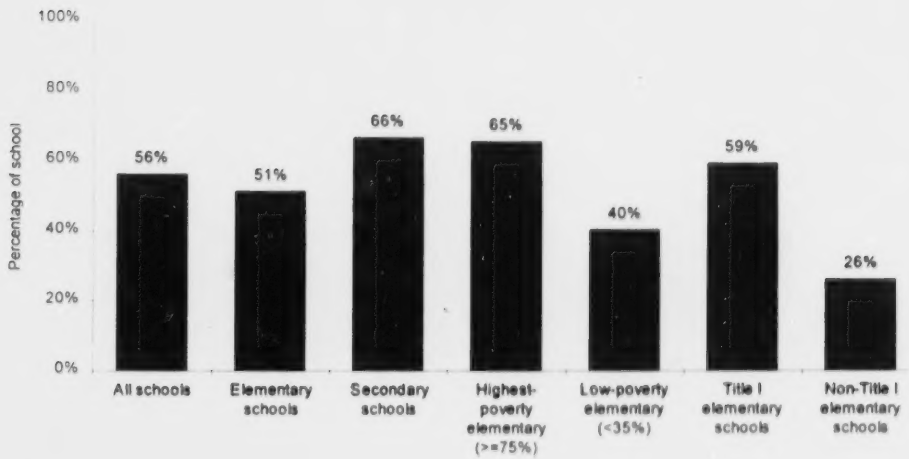

Exhibit Reads: **At the elementary level, summer school programs were more prevalent in the highest-poverty schools (65 percent) than in low-poverty schools (40 percent).**

Source: School Questionnaire

Proportion of students served in summer programs

Overall, summer school attendance was about 25 percent of the enrollment in schools that offered summer programs (Exhibit VII-10).[3] Differences between elementary and secondary schools were small (19 percent of elementary and 22 percent of secondary schools). Similarly, differences between high- and low-poverty schools (15 percent versus 20 percent) and between Title I and non-Title I schools were relatively small (18 percent versus 24 percent).

Exhibit VII-10
Summer School Attendance as a Percentage of School Enrollment in Those Schools Offering Summer Programs

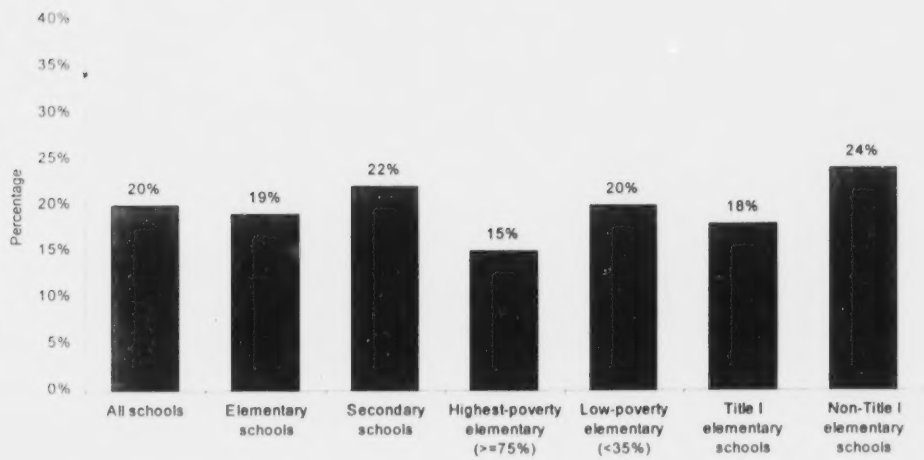

Exhibit Reads: **The attendance level of summer school programs was 20 percent of the students enrolled in schools that offer summer school programs.**

Source: School Questionnaire

[3] Student attendance in summer school programs is measured by the summer school enrollment as a percentage of the total enrollment of the schools offering the program. It is important to recognize that students attending summer school programs may be from schools other than those offering the program.

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How many additional hours of instruction per year are provided in summer programs?

The average summer program added about 82 hours of instruction to the school year (Exhibit VII-11). Secondary school summer programs averaged about 96 hours of instruction, while elementary summer programs averaged 73 hours. Summer programs in Title I elementary schools averaged 70 additional hours, compared with 91 hours in non-Title I schools.

Exhibit VII-11
Average Hours Per Year of Summer School Instruction in Schools Offering Summer Programs by Grade Level and by Type of Title I Program

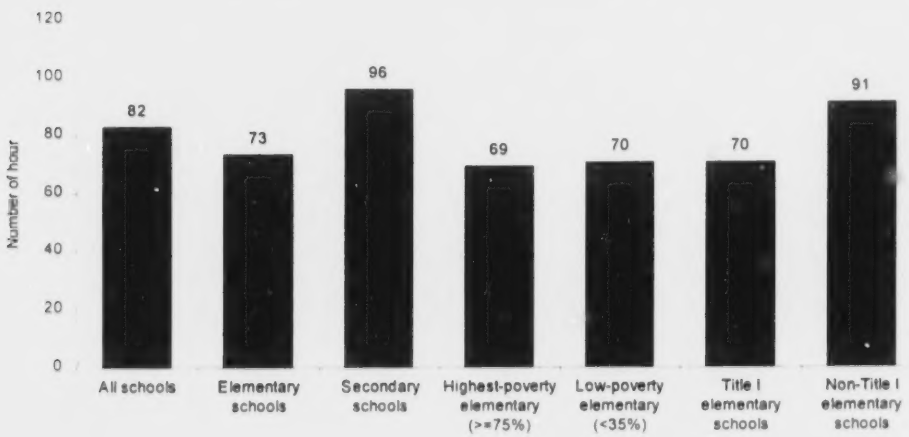

Exhibit Reads: **Non-Title I elementary schools offered an average of 91 hours of summer school instruction, compared to only 70 hours for Title I elementary schools.**

Source: School Questionnaire

Summary

Preschool programs were offered in one-third (32 percent) of all elementary schools and enrolled 28 percent of the estimated preschool-age population in the school attendance areas for schools offering these programs. Preschool programs were much more prevalent in the highest-poverty schools (61 percent) than in low-poverty schools (14 percent), and also served a higher proportion of the preschool-age population in the highest-poverty schools (35 percent, compared with 21 percent in the low-poverty schools.

Two-thirds of schools (63 percent) offered extended-time instructional or tutorial programs during the school year through before-school, after-school, or weekend programs. After-school programs were more widely used than before-school or weekend programs — both at the elementary and secondary level. Secondary schools were more likely to offer extended-time programs (79 percent) than were elementary schools (54 percent).

High-poverty schools were more likely to offer extended-time programs than low-poverty schools, and this difference was particularly pronounced at the elementary school level. Three-fourths (74 percent) of the highest-poverty elementary schools offered extended time programs, compared with only 36 percent of lowest-poverty elementary schools.

Schools that offered extended-time programs tended to serve a small percentage of their students (11 percent overall) in these programs, although the percentage was somewhat higher in the highest-poverty schools (16 percent). Extended time programs added an average of 116 additional instructional hours during the school year for participating students — about a 10 percent increase in instructional time.

Summer school instructional or tutorial programs were offered in 56 percent of all schools and were more common at the secondary level. At the elementary level, summer programs were more prevalent in the highest-poverty schools and in Title I schools, but these schools tended to serve somewhat smaller proportions of their students in summer programs.

Chapter VIII

Standards-Based Reform and the Goals 2000 Program[1]

The Goals 2000 program allocated $476 million to school districts for the 1997-98 school year to promote systemic educational reform, primarily by supporting the development and implementation of state and district content and performance standards. The program allows individual states and districts to design and implement the school improvements they believe are most needed. More specifically, Goals 2000 supports state, district, and school efforts to adopt high standards for what students are expected to know and be able to do, and to align assessments and accountability, professional development efforts, and broad community involvement and coordination.

Districts often used Goals 2000 funds to implement standards by providing professional development for teachers. Goals 2000 funds within districts were most often available to schools or teachers wishing to participate (39 percent) or to all schools in the district (35 percent) (see Table A8.5 in Appendix A). The remaining districts largely targeted funds to schools with low student achievement (23 percent).

[1] The Goals 2000 data presented in this chapter are based on a sample of 99 districts responding to the survey that received Goals 2000 funds, which is somewhat smaller than the number of respondents that received funds from other programs in this study (ranging from 144 respondents for Title I to 136 for Title IV). Overall, Goals 2000 grants went to about 6,700 school districts in FY 1997, compared with about 12,900 districts receiving Title I funds.

Activities promoting the development and implementation of standards

District uses of Goals 2000 funds

Consistent with the purpose of the Goals 2000 program, districts reported that they most commonly use funds for activities related to implementing state or district content or performance standards (Exhibit VIII-1). Most districts (89 percent) used Goals 2000 funds "a great deal" to aid teachers in implementing standards by providing professional development linked to standards. Three-fourths of districts (76 percent) used funds for aligning curriculum and instruction with standards, and 70 percent used funds for developing assessments linked to standards. Other frequent uses of Goals 2000 funds were expanding the use of technology (62 percent) and supporting school-based improvement efforts (48 percent).

Exhibit VIII-1
Percentage of Districts Using Goals 2000 Funds "A Great Deal" for Various Purposes

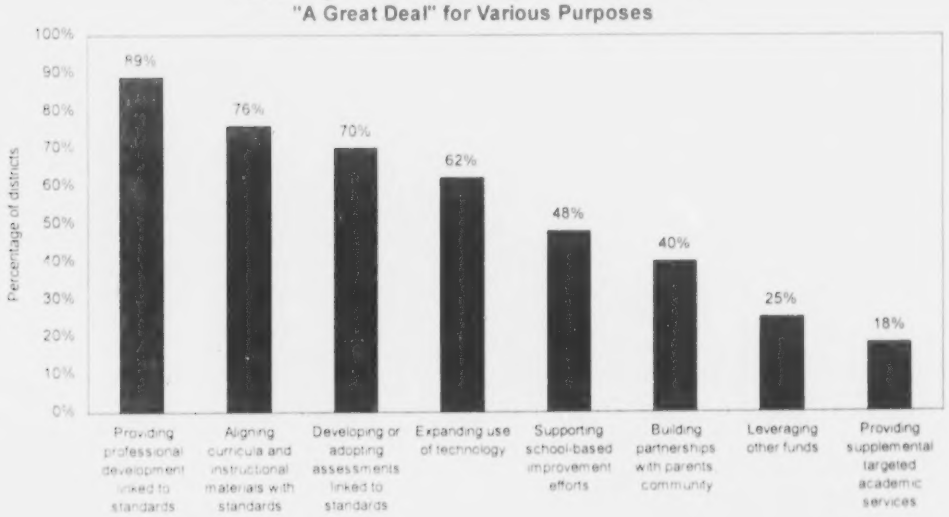

Exhibit reads: **Eighty-nine percent of districts use Goals 2000 funds a great deal for *providing professional development linked to standards.***

Source: District Questionnaire

Because Goals 2000 funds are used so frequently for professional development, it is important to look at the actual topics supported by the program. **By far the most common professional development topics supported by Goals 2000 funds were district or state content or performance standards (71 percent) and enabling students to meet state or district proficiency standards (71 percent)** (Exhibit VIII-2). The next most commonly supported topic was assessments linked to standards (46 percent).

Exhibit VIII-2
Percentage of Districts Using Goals 2000 Funds to Support Professional Development Activities Focused "A Great Deal" on Various Topics

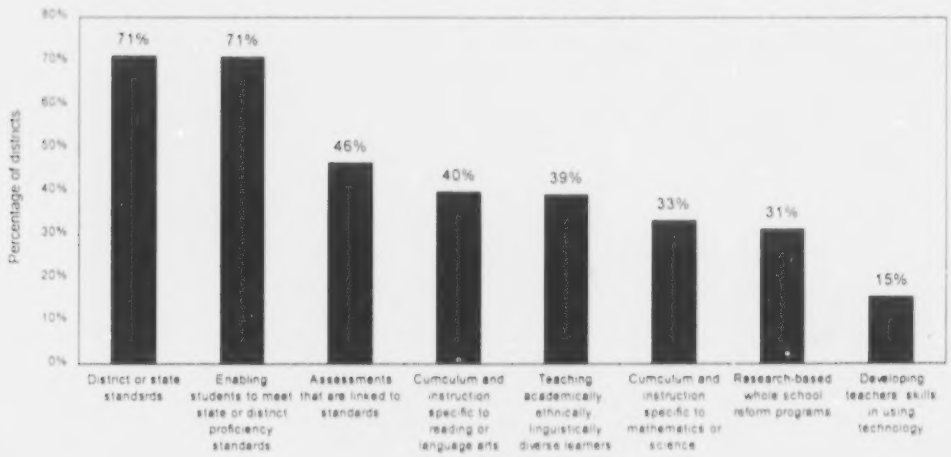

Exhibit reads: **In 71 percent of districts, professional development activities funded by Goals 2000 focus a great deal on *district or state content or performance standards*.**

Source: District Questionnaire

Forty percent of districts used funds for professional development activities focused "a great deal" on curriculum and instruction specific to reading or language arts and on teaching academically, ethnically, or linguistically diverse learners (39 percent). Even though districts often used Goals 2000 funds for expanding the use of technology, only 15 percent used funds for activities focused "a great deal" on developing teachers' skills in using technology.

Consistent with the Goals 2000 emphasis on professional development, district Goals 2000 administrators coordinated with Title II administrators more than with any other federal program administrators (See Table A8.6 in Appendix A). Two-thirds of Goals 2000 administrators had discussions with Title II administrators at least once per month. In addition, 64 percent combined Goals 2000 funds with Title II funds and almost all (95 percent) combined funds with state/local funds (probably the district general fund) to support professional development activities.

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School level resources used for developing and implementing standards

While Goals 2000 funds were not typically allocated to individual schools, they supported district-level strategies that influenced school-level decisions about their other resources, including whether or not to use resources to implement content or performance standards. Principals were asked about the importance of various strategies in school decisions about the use of resources from federal, state, local, and private sources. **Principals reported that the most important use of school resources from all funding sources was aligning curricula and instructional materials with content and performance standards** (Exhibit VIII-3). The most common strategies were aligning curricula and instructional materials with content and performance standards (78 percent), linking professional development to standards (69 percent), implementing assessments linked to standards (66 percent), providing supplemental targeted academic services to students (66 percent), and expanding the use of technology (65 percent).

Exhibit VIII-3
Importance of Various Strategies in School Decisions Concerning How to Use Their Resources

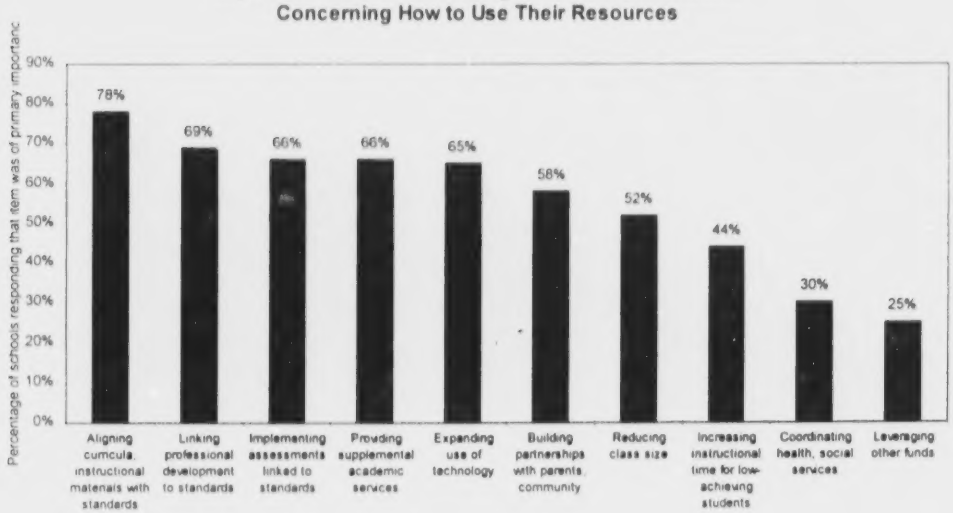

Exhibit reads: **In 78 percent of schools, aligning curricula and instructional materials with content and performance standards was of "primary importance" in making decisions about how to use school resources.**

Source: School Questionnaire

Decisionmaking concerning the use of Goals 2000 funds

Control of Decisions

According to district Goals 2000 coordinators, decisions about the use of Goals 2000 funds were made jointly by districts and schools in almost half the districts (44 percent) (Exhibit VIII-4). The second most common scenario was for districts to make decisions, but with input from schools (29 percent).

Exhibit VIII-4
Percentage of Districts Reporting District, School or Joint Control of Decisions Concerning the Use of Goals 2000 Funds

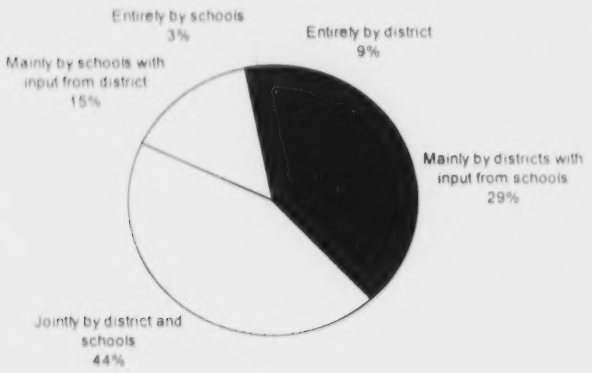

Exhibit reads: **Forty-four percent of districts reported that decisions about the use of Goals 2000 funds are made jointly by district and schools.**

Source: District Questionnaire

Involvement in Decisions

When asked about who makes decisions concerning the use of Goals 2000 funds, district Goals 2000 coordinators were given three possible roles for each constituent: primary decisionmaker, significantly involved in decisions but not primary decisionmaker, or minimally or not involved. Each category could have only one of these roles, but there could be multiple primary decisionmakers. **Within districts and schools, the constituents most often reported as primary decisionmakers were the district Goals 2000 administrator (56 percent) and district curriculum and instructional administrators (42 percent)** (Exhibit VIII-5). School-level administrators and teachers were somewhat less likely to be primary decisionmakers (33 percent and 26 percent, respectively). Other categories such as school boards and parents tended not to be primary decisionmakers regarding Goals 2000 funds.

Exhibit VIII-5
Primary Decisionmakers Concerning the Use of Goals 2000 Funds, as Reported by Districts

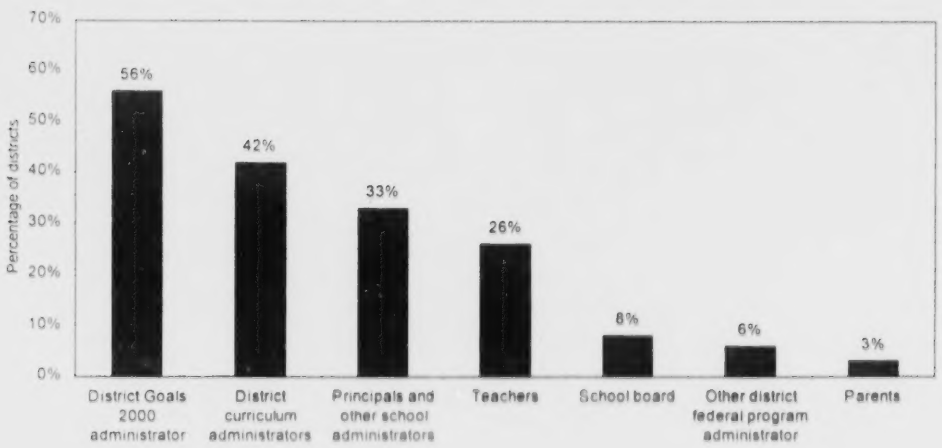

Exhibit reads: **Fifty-six percent of district Goals 2000 coordinators reported that they are the primary decisionmakers in determining how Goals 2000 funds are used.**

Source: District Questionnaire

Factors that influence decisions about the use of Goals 2000 funds

Because the Goals 2000 program is intended to provide support for systemic reform, the funds should help the district and schools implement state and local standards. Districts reported the extent to which state policies, district plans, school priorities and parent priorities influenced decisions about the use of Goals 2000 funds. Almost three-fourths of districts (71 percent) reported that the long-term district plan was extremely influential in making decisions (Exhibit VIII-6). **State priorities and school priorities figured almost equally and were extremely influential in only half the districts (54 percent and 51 percent, respectively).**

Exhibit VIII-6
Priorities that are "Extremely Influential" in Deciding How to Use Goals 2000 Funds

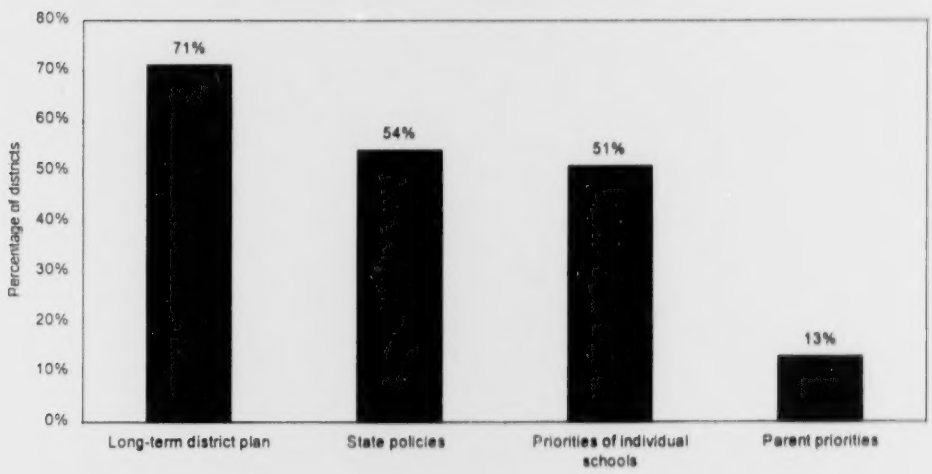

Exhibit reads: **In 71 percent of districts, long-term district plans are extremely influential in deciding how Goals 2000 funds are used.**

Source: District Questionnaire

In the last decade, policymakers and the public have been calling for more accountability by schools and districts. There is a hope that student performance data will both reflect and drive education reform efforts. **Over half the districts (56 percent) reported that student performance data was extremely influential in making decisions about the use of Goals 2000 funds (Exhibit VIII-7).** Local program evaluations are another source of data that can reflect and drive education reform. In a third of the districts (34 percent), local program evaluations were extremely influential in making decisions concerning the use of Goals 2000 funds, as was research showing that particular whole-school reform program models work well.

Exhibit VIII-7
Factors that are "Extremely Influential" in Deciding How to Use Goals 2000 Funds

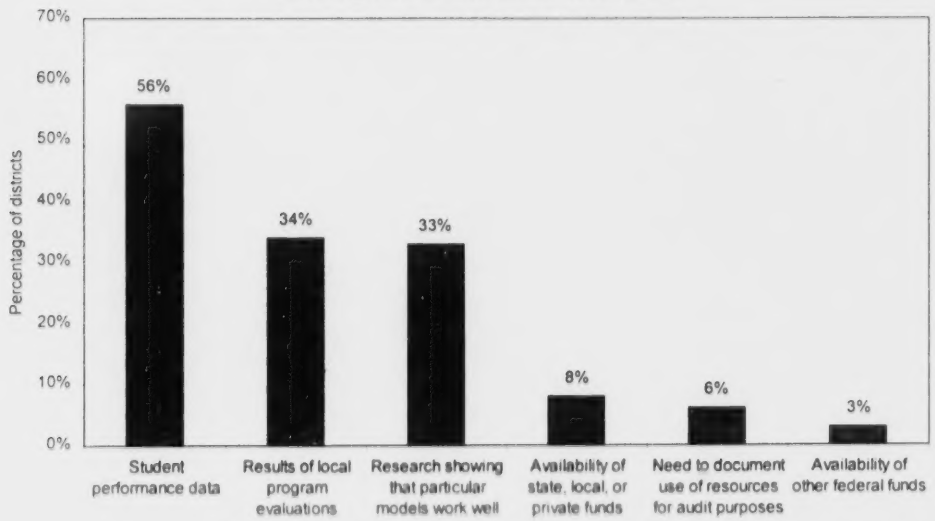

Exhibit reads: **In 56 percent of districts student performance data is extremely influential in making decisions about how Goals 2000 funds are used.**

Source: District Questionnaire

Summary

The Goals 2000 program allocated $310 million in the 1997-98 school year to school districts to promote systemic educational reform. Districts most commonly used Goals 2000 funds for activities related to implementing state or district content or performance standards — a finding consistent with the purpose of Goals 2000. Most districts used Goals 2000 funds "a great deal" to aid teachers in implementing standards by providing professional development linked to standards. The most common professional development topics supported by Goals 2000 funds were district or state content or performance standards and enabling students to meet state or district proficiency standards. Schools reported that they use funds in ways that are consistent with the Goals 2000 program. They considered aligning curricula and instructional materials with content and performance more than any other strategy when they make decisions concerning the use of school resources.

Goals 2000 administrators and district curriculum and instructional administrators were the primary decisionmakers when it came to determining how to allocate and use Goals 2000 funds. Nonetheless, decisionmaking was collaborative: almost half of district Goals 2000 coordinators reported that decisions about the use of funds were made jointly by districts and schools. Consistent with education reform policy and Goals 2000's emphasis on school accountability, more than half the districts reported that student performance data was "extremely influential" in making decisions about the use of Goals 2000 funds.

Chapter IX

Title VI Innovative Education Program Strategies

The Title VI program provided school districts across the nation with $310 million for the 1997-98 school year to support innovative local strategies consistent with Goals 2000 and the National Education Goals. Funds can be used for activities that fall into the following eight areas: technology related to implementing reform; acquisition and use of instructional and educational materials, including library materials and computer software; promising education reform projects such as magnet schools; programs for at-risk children; literacy programs for students and their parents; programs for gifted and talented children; school reform efforts linked to Goals 2000; and school improvement programs or activities authorized under Title I.

States must allocate at least 85 percent of funds to school districts. In the 1997-98 school year, funds and services were widely distributed to schools within each district and were generally not targeted to schools based on poverty or student achievement. Forty-three percent of districts provided funds or services to all schools in the district and another 25 percent of districts provided these resources to all schools or teachers wishing to participate in the program (see Appendix A, Table A9.3). Title VI programs were more closely coordinated with Title I programs than with any other federal program (see Appendix A, Table A9.4). Fifty-six percent of Title VI administrators had discussions with Title I administrators at least once per month. In addition, 42 percent of districts combined Title VI funds with Title I funds to support professional development activities (see Appendix A, Table A9.5).

Activities supported by Title VI

Uses of Title VI funds

While Title VI funds can be used to support promising educational reform efforts and innovation generally, traditionally funds have been used most often for acquiring instructional materials. In the 1990-91 school year, for example, 42 percent of school districts used Title VI funds for this purpose.[1] **In the 1997-98 school year, districts were even more likely to use Title VI funds to acquire instructional materials, including library materials and software** (Exhibit IX-1). Fifty-eight percent of districts used funds a great deal for this purpose. Other common uses of Title VI funds were expanding the use of technology (39 percent) and providing supplemental targeted academic services (34 percent), which is consistent with one of the program's purposes — to meet the special educational needs of students at risk of failing.

Despite its intent to support education reform efforts consistent with Goals 2000 and the National Education Goals, Title VI funds were less likely than either Goals 2000 or Title I funds to be used for activities related to implementing standards, such as aligning curriculum and instructional materials with standards (13 percent), or providing professional development linked to standards (13 percent). However, larger districts were more likely to use Title VI funds for standards-related activities — 27 percent of the students were in districts that used Title VI funds for aligning curriculum and instructional materials, and 33 percent of the students were in districts that used Title VI funds for providing professional development linked to standards.

[1] U.S. Department of Education, 1993, *Summary of Chapter 2 State Self-Evaluations of Effectiveness*.

Exhibit IX-1
Percentage of Districts Using Title VI Funds "A Great Deal" for Various Purposes

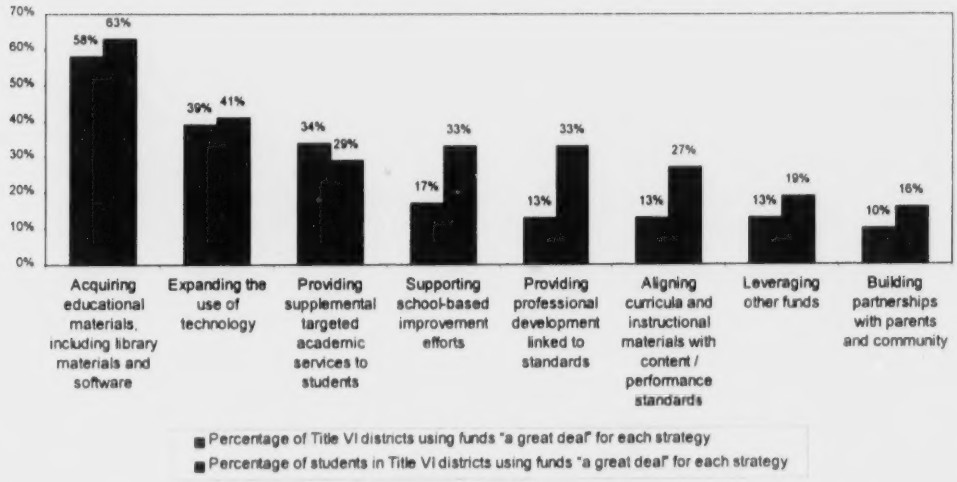

Exhibit reads: **Fifty-eight percent of districts used Title VI funds a great deal to acquire educational materials, including library materials and software.**

Source: District Questionnaire

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Larger districts also appeared to use Title VI funds more for professional development activities than did smaller districts. Although only 13 percent of districts used Title VI funds for professional development, these districts enrolled 33 percent of all students. District coordinators that used Title VI funds for professional development focused their activities more on standards than on any other topic (Exhibit IX-2). Forty-four percent of districts funding professional development activities with Title VI funds supported activities that focused a great deal on district or state content or performance standards and 40 percent supported activities focusing on enabling students to meet proficiency standards. The next most commonly funded activities focused on building partnerships with parents and communities (37 percent) and curriculum or instruction in reading or language arts (36 percent). **Few districts (11 percent) used funds to support professional development activities focused on research-based whole school reform programs, despite the fact that implementing "promising educational reform programs" is specified as a Title VI purpose** (see Appendix A, Table A9.6).

Exhibit IX-2
Focus of Title VI-Funded Professional Development Activities in Districts Using Program Funds for Professional Development

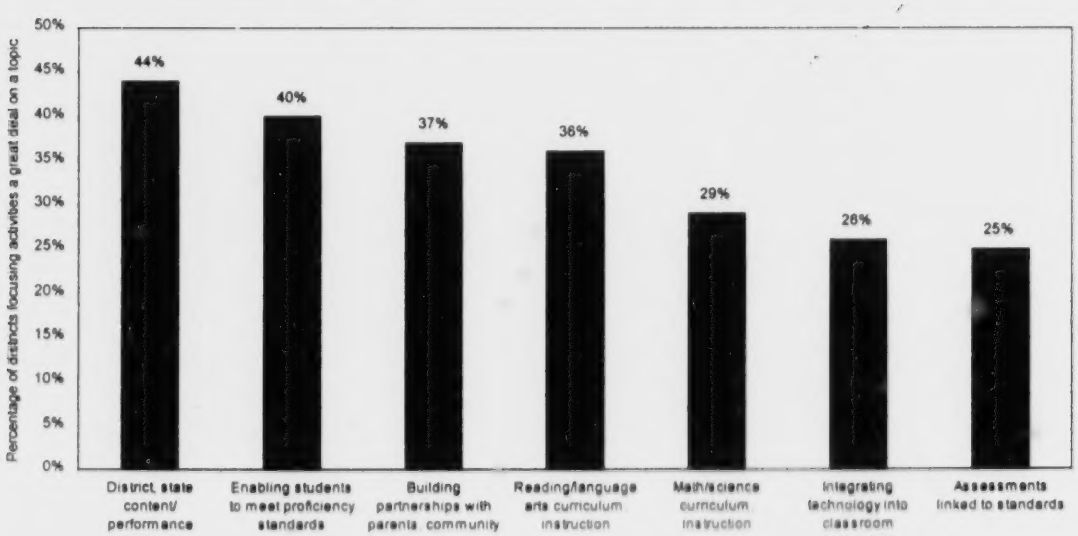

Exhibit reads: **Among districts that used Title VI funds were used for professional development activities, 44 percent supported activities that focused a great deal on *district or state content or performance standards.***

Source: District Questionnaire

Decisions concerning the use of Title VI funds

Control of decisions

According to district Title VI coordinators, both schools and the district had input into decisions about the use of Title VI funds (Exhibit IX-3). The most common scenario was for joint decisions (38 percent), followed by decisions made mainly by districts with input from schools (32 percent). Almost 25 percent of districts reported that schools either made decisions alone (11 percent) or mainly made decisions with input from districts (12 percent).

Exhibit IX-3
Percentage of Districts Reporting District, School, or Joint Control of Decisions Concerning the Use of Title VI Funds

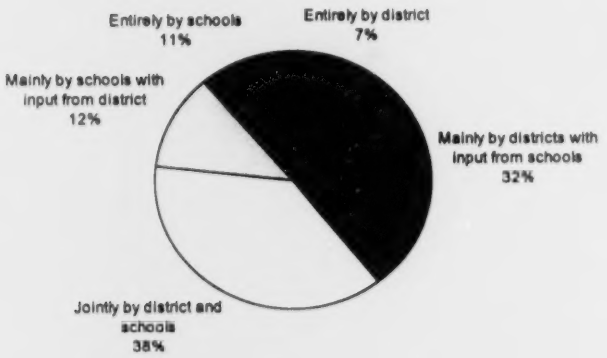

Exhibit reads: **In 38 percent of districts, decisions about the use of Title VI funds were made jointly by the district and schools.**

Source: District Questionnaire

Involvement in decisions

Looking at the role of various decisionmakers confirms the finding that Title VI decisions are made at both the district and school levels. District Title VI coordinators were given three possible roles for each category: primary decisionmaker, significantly involved in decisions but not primary decisionmaker, or minimally or not involved. Each constituent could have only one of these roles, but several could be considered primary decisionmakers. **Title VI coordinators are most often the primary decisionmakers, but they held this role in fewer than half the districts (41 percent) (Exhibit IX-4). Principals and other school administrators are the next most influential (33 percent).** District curriculum administrators and teachers are the primary decisionmakers in 31 percent and 25 percent of districts, respectively.

Exhibit IX-4
Primary Decisionmakers Concerning the Use of Title VI Funds, as Reported by Districts

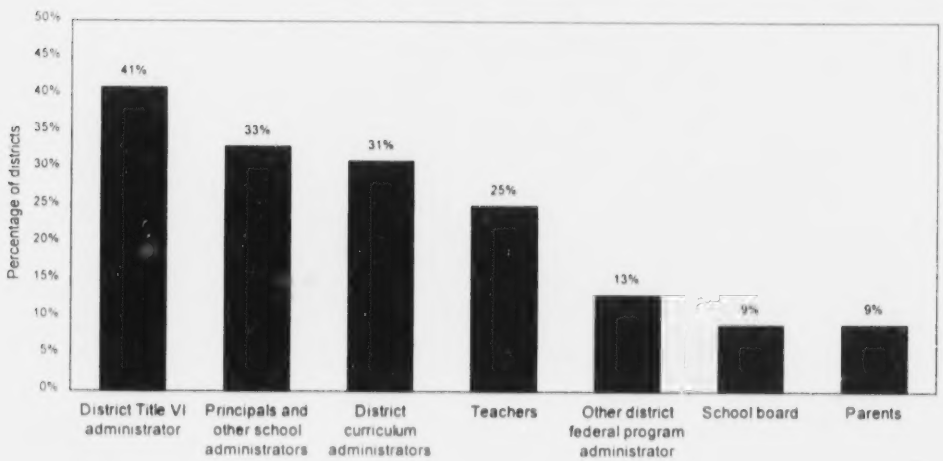

Exhibit reads: **Teachers were the primary decisionmakers in determining how Title VI funds are used in 25 percent of districts.**

Source: District Questionnaire

Factors that influence decisions about Title VI programs

Consistent with Title VI's intent to support local innovation, districts most often reported long-term district plans and priorities of individual schools as extremely influential priorities in making decisions concerning the use of Title VI funds (Exhibit IX-5). Only 21 percent reported that state policies were extremely influential.

Exhibit IX-5
Priorities that were "Extremely Influential" in Deciding How to Use Title VI Funds

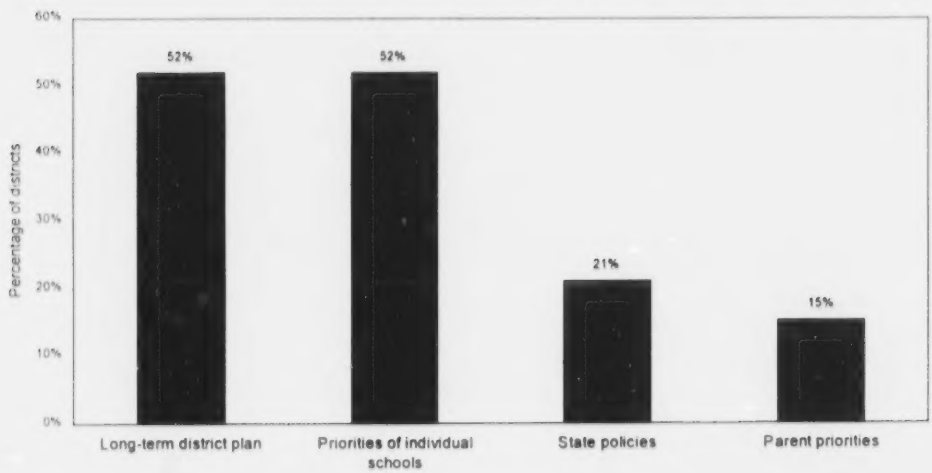

Exhibit reads: **Long-term district plans and priorities of individual schools were both reported as "extremely influential" in making decisions about how Title VI funds were used in 52 percent of the districts.**

Source: District Questionnaire

Districts can use a variety of data sources to determine how Title VI funds should be used to improve student achievement. **Student performance data was the factor most often reported as extremely influential in making decisions concerning the use of Title VI funds, even though it was done in only a quarter of the districts (28 percent) (Exhibit IX-6).** Research showing that particular program models work well was extremely influential in almost as many districts (24 percent).

Exhibit IX-6
Factors that were "Extremely Influential" in Deciding How to Use Title VI Funds

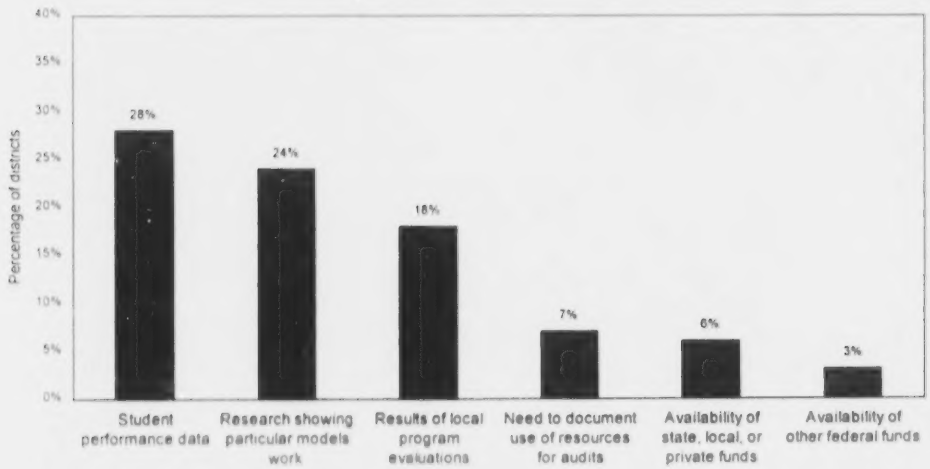

Exhibit reads: **In 28 percent of districts, student performance data was extremely influential in making decisions concerning the use of Title VI funds.**

Source: District Questionnaire

Summary

The Title VI program provided $310 million to school districts in the 1997-98 school year to support innovative local strategies consistent with Goals 2000 and the National Education Goals. Title VI funds were predominantly used to acquire educational materials, including library materials and software — 58 percent of districts used funds "a great deal" for this purpose. The second and third most common uses of Title VI funds were expanding the use of technology (39 percent) and providing supplemental targeted academic services (34 percent). These uses are consistent with one of the program's primary purposes — to meet the special educational needs of at-risk students.

Larger districts used Title VI funds more for professional development activities than did smaller districts. Although use of these funds for professional development appears to be limited to eleven percent of the districts, the professional development topics supported by the funds are consistent with program goals.

Title VI coordinators were most often the primary decisionmakers concerning the use and allocation of Title VI funds. However, they held this role in fewer than half the districts. Long-term district plans and priorities of individual schools were "extremely influential" priorities in making decisions about the use of Title VI funds. This finding is consistent with Title VI's intent to support local innovation. A quarter of districts cited student performance data and research showing that particular program models work well as factors that were "extremely influential" in making decisions about the use of Title VI funds.

Chapter X

Safe and Drug-Free Schools and Communities

Title IV, the Safe and Drug-Free Schools and Communities program, provided $531 million for the 1997-98 school year to school districts and communities to prevent violence and the use of alcohol, tobacco, and drugs by youth. Of these funds, 80 percent ($425 million) were allocated for State and Local Agency Programs, which primarily provide funds to school districts. The remaining funds are administered by Governors' offices, ($106 million in FY 1997) and are used primarily to serve children and youth not normally served by school districts and populations that need special services, such as runaway or homeless children, dropouts, teen parents, and youth in detention facilities; this portion of the Title IV program is not included in this study.

Title IV funds provided to school districts support a broad range of programs and resources that include, but are not limited to, the following: programs which emphasize students' sense of individual responsibility and that are related to drug prevention, comprehensive health education, early intervention, pupil services, mentoring, or rehabilitation referral; programs to prevent violence that include activities designed to help students develop a sense of individual responsibility and respect for the rights of others, and to resolve conflicts without violence; "safe zones of passage" for students between home and school; metal detectors and security personnel; professional development for teachers related to violence prevention; the promotion of before- and after-school recreational, instructional, cultural, and artistic programs.

Districts generally did not target funds to particular schools. Three-quarters of districts (74 percent) supported programs that involved all schools in the district, and most of the other districts (21 percent) supported programs that involved schools wishing to participate. Title IV administrators coordinated with other federal program administrators to some extent, most commonly with Title VI and Title I administrators. Forty percent reported having discussions with Title VI coordinators at least once a month, and 37 percent reported the same frequency of discussions with Title I coordinators.

Activities supported by Title IV

District uses of Title IV funds

Districts most frequently use Title IV funds for strategies that affect student attitudes. Eighty-three percent of districts reported using Title IV funds a great deal to affect student attitudes related to drug use or violence (Exhibit X-1). In addition, 37 percent of districts emphasized reducing bias-related incidents and improving student attitudes related to bias and prejudice, and 58 percent worked to address the needs of students at high risk for drug use or violence.

Districts also used Title IV funds to strengthen school communities. About half (47 percent) used funds a great deal to improve staff knowledge and skills for preventing violence and use of alcohol, tobacco, and other drugs. Building partnerships with parents and the community was emphasized by 26 percent of districts, and this strategy was more common in large districts; 44 percent of students were in those districts. Improving discipline in classrooms or throughout schools was emphasized in 19 percent of districts.

Districts were less likely to use Title IV funds for physical security measures. Only 4 percent used the funds to improve school security or provide safe zones of passage to and from school. Similarly, only 7 percent used the funds to provide safe havens through before-school or after-school programs. **Given that the program imposes a twenty percent cap on the amount that each district can use for security hardware and personnel, it is not surprising that few districts used funds for physical security measures.** However, large districts were more likely to use Title IV funds for these purposes. Districts that emphasized using Title IV funds to improve school security or provide safe zones of passage accounted for 11 percent of students, and those that emphasized creating safe havens before or after school accounted for 18 percent of students.

Exhibit X-1
Percentage of Districts Using Title IV Funds "A Great Deal" for Various Purposes

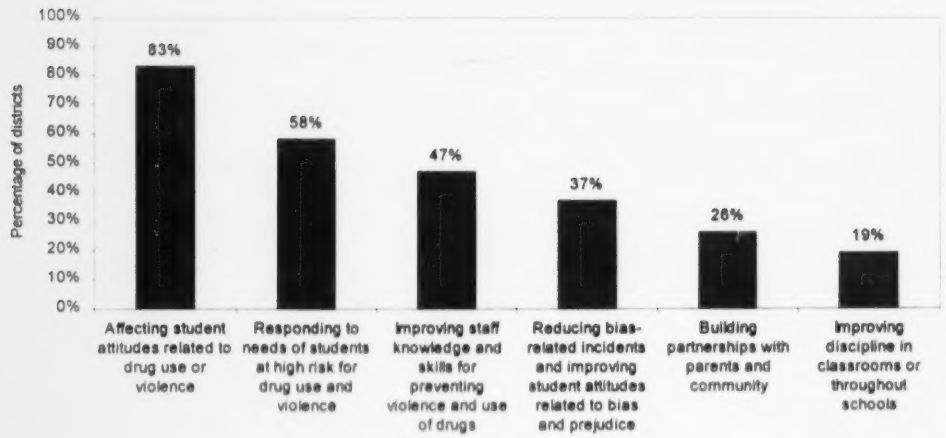

Exhibit reads: **Eighty-three percent of districts use funds a great deal for *affecting student attitudes related to drugs or violence.***

Source: District Questionnaire

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To promote safe and drug-free schools, districts can use funds to help teachers learn how to support students in this effort. **Over half of districts (53 percent) used funds for professional development activities focused "a great deal" on preventing alcohol, tobacco, and other drug use and violence among students (Exhibit X-2).** A third of all Title IV districts (36 percent) used funds to help teachers use student data to inform school decisions about drug and violence prevention. A quarter of all districts used funds for professional development activities that were focused "a great deal" on building partnerships with parents and communities. This use of funds was even more common in large districts. Forty percent of students were in districts that focus "a great deal" on this topic (see Table A10.2 in Appendix A).

Exhibit X-2
Percentage of Districts Using Title IV Funds to Support Professional Development Activities Focused "A Great Deal" on Various Topics

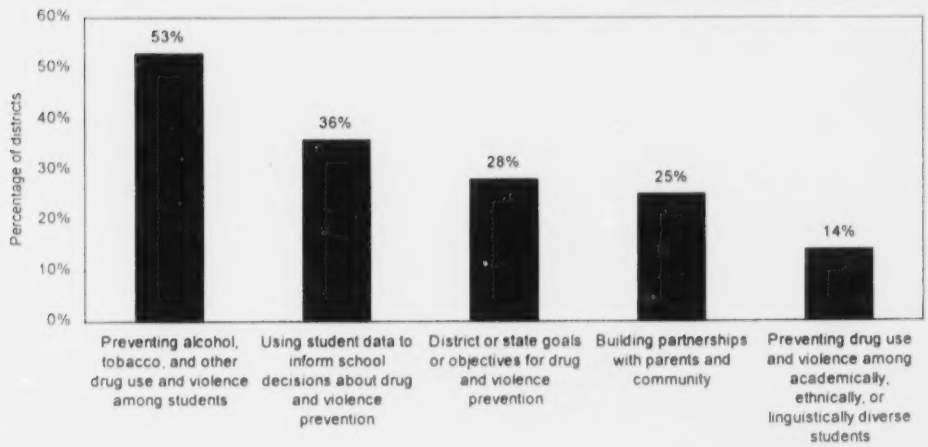

Exhibit reads: **Over half of districts (53 percent) focus Title IV professional development activities a great deal on *preventing alcohol, tobacco, and other drug use*.**

Source: District Questionnaire

Districts also used Title IV funds to support student participation in activities intended to prevent drug use and violence. **Three-quarters of districts (74 percent) used funds to allow students to attend specialized training such as peer mediation (Exhibit X-3).** Fifty-seven percent of districts used Title IV funds to support teaching students how to serve as instructors or peer leaders in school-based projects related to drug and violence prevention. Title IV funds supported student participation in school committees, panels, or councils in 48 percent of the districts.

Exhibit X-3
Percentage of Districts Using Title IV Funds for Student Participation in Various Activities

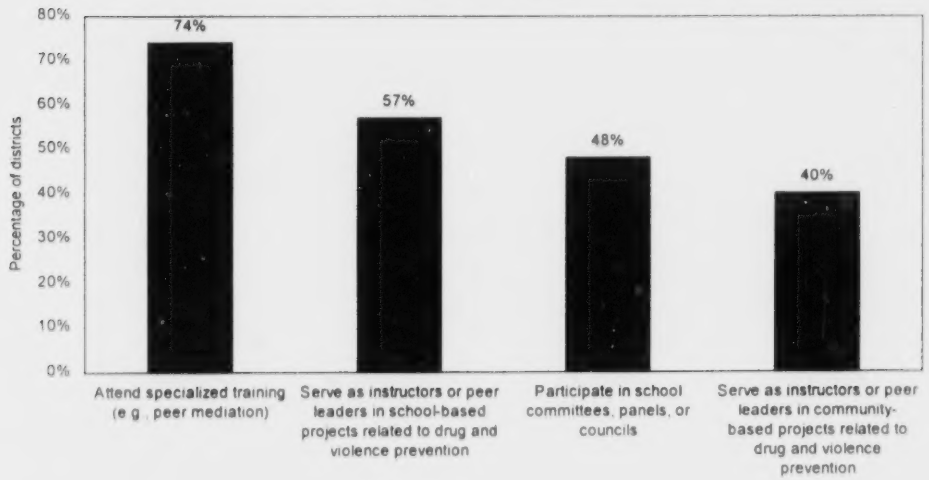

Exhibit reads: **Three-quarters of districts (74 percent) use funds to allow students to *attend specialized training such as peer mediation.***

Source: District Questionnaire

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Decisionmaking concerning the use of Title IV funds

Factors influencing decisions concerning the use of Title IV programs

In general, the use of Title IV funds was not strongly influenced by state, district, school, or parent priorities (Exhibit X-4). **Fewer than half of districts considered priorities or plans "extremely influential" when making decisions concerning the use of Title IV funds.** Of the priorities or plans that could influence the use of Title IV funds, long-term district plans were extremely influential in the most districts (44 percent).

Exhibit X-4
Priorities that are "Extremely Influential" in Deciding How to Use Title IV Funds

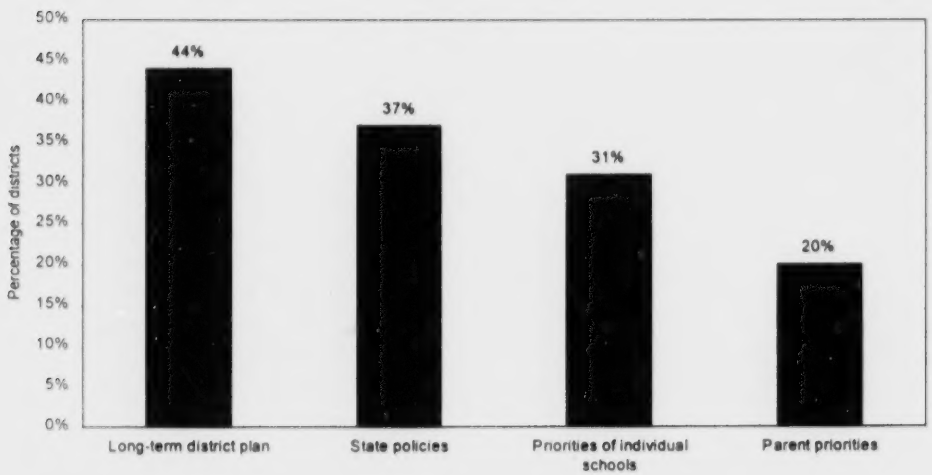

Exhibit reads: **In 44 percent of districts *long-term district plans* are extremely influential in making decisions about the use of Title IV funds.**

Source: District Questionnaire

A variety of data sources can be used to help districts decide what programs or strategies to use to promote safe and drug-free schools and communities. **About half of the districts (52 percent) reported that rates of alcohol and drug use among school-age children were extremely influential in their decisions about how to use Title IV funds** (Exhibit X-5). The next most influential factor was the number of incidences of violence and crime in schools (41 percent). In large districts, the rate of disciplinary problems was also a common factor in making decisions; 43 percent of students were in districts using discipline-problem rates to make decisions about the use of funds (see Table A10.4 in Appendix A). Districts were less likely to rely on academic achievement data such as student dropout rates (24 percent) and student performance data (23 percent).

Exhibit X-5
Factors that are "Extremely Influential" in Deciding How to Use Title IV Funds

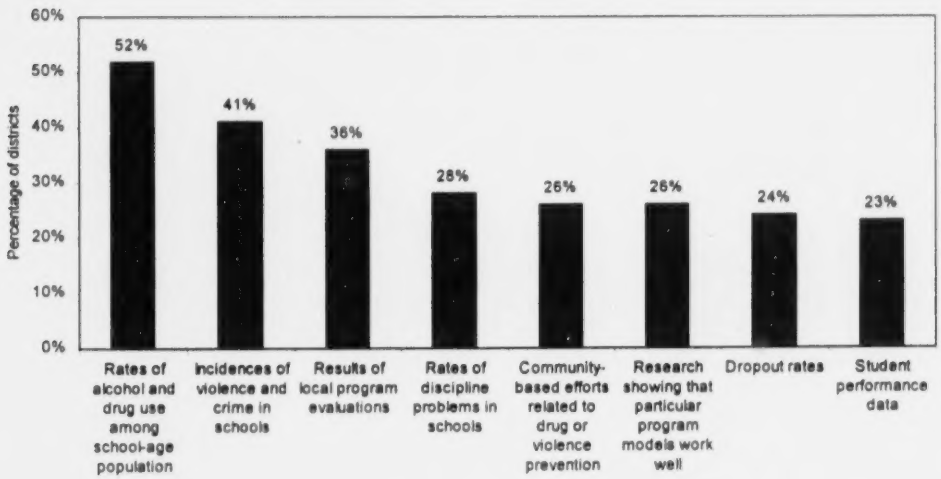

Exhibit reads: **In half of districts (52 percent),** ***rates of alcohol and drug-use among school-age children*** **are extremely influential in making decisions about the use of Title IV funds.**

Source: District Questionnaire

Summary

For the 1997-98 school year, Title IV provided $531 million to school districts and communities to prevent violence and to help prevent the use of alcohol, tobacco, and drugs by youth. The clear priority for districts was to use Title IV funds for strategies that affect student attitudes related to drug use and violence. Title IV funds were also used widely to support professional development activities. More than half the districts used these funds for professional development activities that were focused "a great deal" on preventing alcohol, tobacco, and other drug use and violence among students. Title IV funds also supported activities directly for students. Three-quarters of districts used Title IV funds to allow students to attend specialized training such as peer mediation.

State, district, school, and parent priorities did not have a significant influence on district decisionmaking related to the use of Title IV funds. However, of those constituencies, long-term district plans were most often reported as being "extremely influential" in making such decisions. Half the districts reported rates of alcohol and drug use among school-age children being extremely influential in their decisionmaking, while 40 percent reported incidences of violence and crime in schools as a factor.

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Overview

Table A1-1
Percentage of Federal and Total Elementary-Secondary Revenues
Provided Through the Six Programs in This Study, 1997-98

	Funding ($ in millions)	Percent of Total Federal Revenues	Percent of Total Revenues
Title I, Part A — Grants to LEAs	$7,295	33.5%	2.2%
Title II — Elementary and Secondary Programs	$260	1.2%	0.1%
Title III — Technology Literacy Challenge Fund	$200	0.9%	0.1%
Title IV — State and Local Agency Programs	$425	1.9%	0.1%
Title VI — State and Local Programs	$310	1.4%	0.1%
Goals 2000 — State and Local Systemic Improvement	$476	2.2%	0.1%
Total of six programs	$8,966	41.1%	2.7%
Total federal revenues for elementary-secondary education	$21,807		6.6%
Total revenues for elementary-secondary education (all sources)	$328,407		

Source: U.S. Department of Education

Table A1-2
Percent of Districts Receiving Funds & Average District Allocation

Program	FY97 Funding ($ in millions)	Number of School Districts Receiving Funds*	Percent of Districts Receiving Funds	Average District Allocation
Title I	$7,295	12,903	92%	$520,827
Title II	$310	13,292	94%	$18,093
Title III	$200	2,597	18%	$95,701
Title IV*	$531	12,806	91%	$26,217
Title VI	$310	14,014	99.5%	$19,173
Goals 2000	$476	6,663	47%	$87,087

Source: SERFF suballocation data from all states
*Does not include Title IV data from Pennsylvania

Table A1.3
District Response Rates, by Questionnaire Part

Questionnaire Part	Number of Districts Responding	Response Rate
Part A - General information	141	78%
Part B - Professional development and Title II	141	78%
Part C - Technology	121	67%
Part D - Title I	146	81%
Part E - Title IV	139	77%
Part F - Title VI	141	78%
Part G - Goals 2000	141	78%
Part H - State Compensatory Education	124	69%

Table A1.4
Number of Responding Districts Receiving Funds

Program	Number of Districts Responding Receiving Funds	Number of Districts Receiving Funds and Providing Budget Information
Title I	144	117
Title II	139	101
Title III	35	12
Title IV	136	93
Title VI	140	110
Goals 2000	99	53
State Compensatory Education	53	21
Technology	121	36

Table A1.5
Characteristics of Responding Schools

	Number of Responding Schools	Number in Sample	Response Rate
All schools	510	711	72%
Non-Title I schools	222		
Title I	288		
Schoolwide programs	145		
Targeted assistance schools	124		
Title I schools providing budget/expenditure data	178		
Highest-poverty schools (Poverty>=75%)	108		
Low-poverty schools (Poverty<35%)	220		
Elementary schools	401		
Secondary schools	109		

Table A1.6
Response Rates for Teacher and Aide Surveys

	Number of Responding Teachers	Number Selected in All Sample Schools	Response Rate	Number of Questionnaires Sent to Participating Schools	Response Rate for Teachers who Received Questionnaire
Classroom teachers * Departmentalized * Non-departmentalized	1015 319 677	1620	65%	1098	92%
Title I teachers	337	**	**	378	89%
Special education teachers	552	886	62%	588	94%
Title I aides	338	**	**	360	94%

** unknown because school Title I status was unknown before data collection

Targeting

Table A2.1
Distribution of Federal, State, and Local Revenues Among School Districts, by District Poverty Quartile

	Highest Poverty Quartile (Over 24.7%	Second Highest Poverty Quartile (14.7% - 24.7%)	Second Lowest Poverty Quartile (7.7% - 14.7%)	Lowest Poverty Quartile (Less than 7.7%)
School-Age Children (ages 5-17) (1990)[1]				
All children	25%	25%	25%	25%
Poor children	49%	28%	16%	7%
Total Funding (1994-95 school year)[2]				
Federal revenues	43%	28%	19%	11%
State revenues	27%	26%	25%	22%
Local revenues	18%	20%	24%	39%
State & local revenues	23%	23%	24%	30%
Funding for Federal Programs in SERFF Study (FY 1997)[3]				
Title I	49%	28%	16%	7%
Title II	35%	27%	22%	17%
Title III	36%	33%	19%	11%
Title IV	33%	24%	23%	21%
Title VI	34%	26%	23%	17%
Goals 2000	33%	30%	22%	15%

Sources:
1. U.S. Department of Commerce, 1990 Census.
2. U.S. Department of Commerce, Survey of Local Government Finances, School Systems (F-33), 1994-95.
3. SERFF suballocation data from all states.

Note: Federal program allocation data used in this analysis may sometimes report consortia of school districts as a single entity, rather than breaking out the share of funds for each consortia member. However, these consortia primarily involve small school districts and may account for a small proportion of total funds.

Table A2.2
Share of District Revenues Provided Through Title I and All Federal Funds, by District Poverty Quartile

	All Districts	Highest Poverty Quartile	Second Highest Poverty Quartile	Second Lowest Poverty Quartile	Lowest Poverty Quartile
Title I	2.4%	5.0%	2.9%	1.6%	0.6%
All federal funds	6.3%	11.1%	7.5%	4.9%	2.5%

Source: U.S. Department of Commerce, Survey of Local Government Finances, School Systems (F-33), 1994-95.

Table A2.3
Change in Title I Targeting to School Districts
FY 1994, FY 1995, and FY 1997

	Highest Poverty Quartile (Over 24.7%	Second Highest Poverty Quartile (14.7% - 24.7%)	Second Lowest Poverty Quartile (7.7% - 14.7%)	Lowest Poverty Quartile (Less than 7.7%)
Title I Allocations to School Districts				
FY 1994	49%	27%	16%	8%
FY 1995	49%	27%	16%	8%
FY 1997	49%	28%	16%	7%
School-Age Children (ages 5-17) (1990)				
Poor children ages 5-17 (1990 census)	49%	28%	16%	7%
All Children ages 5-17	25%	25%	25%	25%

Sources: U.S. Department of Education, GEPA 424 Biennial Data Collection on the Distribution of Federal Education Funds (FY 1994 and FY 1995), and SERFF suballocation data from all states (FY 1997).

Table A2.4
Change in Title I Targeting to Counties,
FY 1995 Through FY 1998

	Highest Poverty Quartile	Second Highest Poverty Quartile	Second Lowest Poverty Quartile	Lowest Poverty Quartile
FY 1995	43%	27%	19%	11%
FY 1996	43%	27%	19%	11%
FY 1998	43%	26%	20%	11%
Poor children ages 5-17 (in 1994)	44%	26%	19%	11%
Children ages 5-17	25%	25%	25%	25%

Source: U.S. Department of Education, Title I allocations to counties.

Table A2.5
Impact of Individual Title I Formulas on Targeting to Districts, by District Poverty Quartile, FY 1999

	Highest Poverty Quartile	Second Highest Poverty Quartile	Second Lowest Poverty Quartile	Lowest Poverty Quartile
Basic Grants	49%	26%	17%	8%
Concentration Grants	59%	32%	8%	1%
Targeted Grants	63%	23%	11%	3%
Incentive Grants	46%	28%	18%	8%
Poor children ages 5-17 (in 1994)	50%	27%	16%	7%
Children ages 5-17	25%	25%	25%	25%

Source: U.S. Department of Education, simulated FY 1999 allocations to school districts without hold harmless provisions.

Table A2.6
Impact of Individual Title I Formulas on Targeting to Counties, by County Poverty Quartile, FY 1998

	Highest Poverty Quartile	Second Highest Poverty Quartile	Second Lowest Poverty Quartile	Lowest Poverty Quartile
Basic Grants	42%	26%	20%	12%
Concentration Grants	46%	28%	19%	6%
Targeted Grants	51%	24%	15%	9%
Incentive Grants	37%	27%	23%	14%
Poor children ages 5-17 (in 1994)	44%	26%	19%	11%
Children ages 5-17	25%	25%	25%	25%

Source: U.S. Department of Education, simulated FY 1998 allocations to counties without hold harmless provisions.

Table A2.7
Distribution of Schools and Title I Schools, by School Poverty Level

School Poverty Rate	All Schools	Title I Schools	Schoolwide	Targeted Assistance
< 35%	54%	33%	[redacted]	55%
35 - < 50%	13%	15%	[redacted]	24%
50 - < 75%	17%	25%	43%	14%
> = 75%	16%	27%	57%	7%

Source: School allocations from SERFF sample districts

Table A2.8
Distribution of Students, Poor Students, and Title I Funds Among Schools

	Students	Poor Students	Title I Funds
By School Poverty Rate			
< 35%	55%	25%	18%
35 - < 50%	13%	14%	9%
50 - < 75%	17%	28%	27%
> = 75%	14%	33%	46%
By Grade Level			
Elementary	56%	67%	85%
Secondary	44%	33%	15%

Source: School allocations from SERFF sample districts

Table A2.9
Average School Allocation Per Low-Income Student, by School Poverty Level, 1997-98 School Year

School Poverty Rate	All Schools	Elementary	Secondary
All schools	$472	$495	$372
< 35%	$771	$820	$442
35 - < 50%	$408	$426	$302
50 - < 75%	$400	$431	$322
> = 75%	$475	$479	$446

Source: School allocations from SERFF sample districts

Table A2.10
Average School Allocations, Adjusted to Include Districtwide Services and to Reflect FY 1999 Appropriations Level

School Poverty Rate	All Schools	Elementary	Secondary
All schools	$613	$643	$483
< 35%	$1,001	$1,065	$574
35 - < 50%	$530	$553	$392
50 - < 75%	$519	$560	$418
> = 75%	$617	$622	$579

Source: School allocations from SERFF sample districts, adjusted to reflect increased appropriations from FY97 to FY99 and the addition of funds that are used for districtwide programs and services related to instruction and instructional support.

Table A2.11
How Districts Target Funds from Goals, Title VI, Title II, Title IV, and State Compensatory Education
(% of districts using each method)

Funds Are Targeted To:	Goals	Title VI	Title II	Title IV	State Comp Ed
District-weighted					
All schools or teachers that wish to participate	39%	25%	49%	21%	0%
All schools in the district	36%	43%	26%	74%	15%
Schools with low student achievement	23%	4%	9%	2%	34%
Schools with high concentrations of low-income students	1%	0%	0%	2%	20%
Schools that receive fewer resources from other federal programs or other sources	0%	17%	2%	1%	4%
Schools identified for improvement under Title I	0%	11%	14%	0%	28%
Pupil-weighted					
All schools or teachers that wish to participate	34%	26%	47%	23%	1%
All schools in the district	28%	55%	42%	70%	34%
Schools with low student achievement	26%	6%	4%	2%	25%
Schools with high concentrations of low-income students	7%	2%	0%	3%	23%
Schools that receive fewer resources from other federal programs or other sources	3%	8%	2%	2%	8%
Schools identified for improvement under Title I	2%	4%	4%	0%	9%

Source: District Questionnaire items G10, F10, B17, E11, H10

Professional Development

Table A4.1
Financial Contribution of Five Federal Programs to Professional Development (1997-98 School Year)

	Amount	% of Total
Title II Elementary/Secondary Programs	$260,000,000	34%
Title II Higher Education Grants	$50,000,000	6%
Title I	$190,691,000	25%
Goals 2000	$186,597,000	24%
Title VI	$42,790,000	6%
Title IV	$41,294,000	5%
Total of five programs	**$771,372,000**	
District total from all sources	TBD	

Source: Funding for Title II Eisenhower Professional Development program is based on FY 1997 appropriations. Funding for other federal programs is based on school district reports of program expenditures collected through the SERFF.

Table A4.2
Percentage of Districts Using Various Federal Program Funds for Professional Development

	% of Districts Receiving Program Funds and Using Them for Professional Development	% of Students in Districts Receiving Program Funds and Using Them for Professional Development
Goals 2000	94%	90%
Title I	86%	88%
Title IV	71%	88%
Title VI	24%	57%
State Comp Ed	31%	56%

Source: District questionnaire, items G11, B18, E12, F11, H11

Table A4.3
Sources of Matching Funds for Title II Programs

Funding Source	% of Title II Districts Using Each Source for Matching Funds	% of Students in Title II Districts Using Each Source for Matching Funds
Goals 2000	29%	36%
Title I	26%	32%
Title IV	13%	20%
NSF Grant	10%	22%
Title VI	8%	25%
Title III	1%	8%
State Comp Ed	3%	15%
Private Sources	40%	37%
Other	73%	82%

Source: District Questionnaire, item B9

Table A4.4
Percentage of Districts that Report Combining Program Funds to Support Professional Development Activities

Funding Source	Title I Coordinator	Title II Coordinator	Title III Coordinator	Title IV Coordinator	Title VI Coordinator	Goals Coordinator	State Comp Ed Coordinator
District-weighted							
Title I	N/A	40%	61%	7%	42%	37%	60%
Title II	40%	N/A	38%	6%	29%	64%	34%
Title III	2%	20%	N/A	2%	34%	13%	29%
Title IV	13%	26%	1%	N/A	38%	28%	23%
Title VI	25%	33%	2%	14%	N/A	13%	50%
Goals 2000	25%	29%	30%	22%	20%	N/A	5%
Other federal	30%	38%	67%	8%	27%	16%	33%
State/local funds	63%	76%	69%	39%	1%	95%	92%
Any federal funds	58%	55%	68%	37%	50%	72%	60%
Pupil-weighted							
Title I	N/A	45%	39%	20%	68%	47%	65%
Title II	50%	N/A	24%	10%	54%	50%	31%
Title III	8%	12%	N/A	3%	46%	9%	11%
Title IV	27%	21%	8%	N/A	57%	15%	32%
Title VI	41%	33%	22%	17%	N/A	30%	40%
Goals 2000	37%	35%	37%	24%	42%	N/A	27%
Other federal	40%	42%	57%	24%	49%	28%	27%
State/local funds	77%	80%	76%	66%	6%	85%	72%
Any federal funds	72%	66%	67%	47%	78%	71%	67%

Source: District Questionnaire, item B18, C9, D18, E12, F11, G11, H11

Table A4.5
Districts' Use of Federal Program Funds for Professional Development Focused on Specific Topics
(% of districts responding "a great deal" for each topic)

Topic	All Sources	Title II	Title I	Goals	Title VI	State Comp Ed
District-weighted						
Teaching academic/ethnic/linguistically diverse learners	29%	20%	11%	39%	5%	9%
District or state content or performance standards	67%	56%	31%	71%	11%	43%
Curriculum/instruction specific to reading/language arts	53%	10%	66%	40%	9%	49%
Curriculum/instruction specific to math or science	95%	90%	41%	33%	7%	45%
Assessments that are linked to standards	57%	45%	22%	46%	6%	37%
Enabling students to meet state or district standards	52%	46%	26%	71%	10%	48%
Using student data to inform school decisions	30%	42%	18%	23%	5%	7%
Developing teachers' skills in using technology	63%	50%	28%	15%	4%	36%
Integrating technology into classroom instruction	59%	28%	18%	17%	6%	39%
Building partnerships with parents and community	18%	9%	26%	6%	9%	0%
School restructuring and governance	12%	9%	12%	5%	4%	0%
Research-based whole school reform programs	20%	10%	41%	31%	3%	1%
Pupil-weighted						
Teaching academic/ethnic/linguistically diverse learners	40%	29%	39%	39%	25%	38%
District or state content or performance standards	81%	76%	49%	69%	33%	34%
Curriculum/instruction specific to reading/language arts	57%	15%	68%	53%	33%	59%
Curriculum/instruction specific to math or science	90%	94%	34%	36%	20%	46%
Assessments that are linked to standards	55%	54%	39%	53%	17%	17%
Enabling students to meet state or district standards	70%	63%	49%	66%	32%	48%
Using student data to inform school decisions	50%	44%	41%	34%	18%	19%
Developing teachers' skills in using technology	57%	43%	28%	23%	19%	13%
Integrating technology into classroom instruction	50%	35%	26%	27%	19%	17%
Building partnerships with parents and community	17%	4%	33%	17%	14%	3%
School restructuring and governance	18%	6%	16%	15%	9%	1%
Research-based whole school reform programs	22%	9%	39%	19%	10%	12%

Source: District Questionnaire, items B4, B14, D15, G7, F7, H7

Table A4.6
Focus of Schools' Professional Development Activities
(% of schools responding "a great deal")

	% of All Schools	% of Title I Schools	% of Non-Title I Schools
Teaching academically, ethnically, or linguistically diverse learners	30	34	25
District or state content or performance standards	67	62	74
Curriculum and instruction specific to reading or language arts	60	57	64
Curriculum and instruction specific to mathematics or science	47	40	55
Assessments that are linked to standards	51	47	56
Enabling students to meet state or district proficiency standards	54	52	58
Using student data to inform school decisions	36	35	37
Developing teachers' skills in using technology	33	36	30
Integrating technology into classroom instruction	29	30	28
Building partnerships with parents and community	23	21	25
School restructuring and governance	25	18	32
Research-based whole school reform programs	21	17	25

Source: School Questionnaire, item B26

Table A4.7
Percentage of Teachers Participating in Activities Focused on Various Topics

	Teachers		
	Classroom	Title I	Special Education
Curriculum and instruction in specific subject areas (e.g., reading/language arts, mathematics)	74	76	58
Integrating technology into classroom instruction	61	55	61
Developing teachers' skills in using technology	61	51	59
Methods to assess student performance (e.g., portfolios)	48	41	44
Parent or community involvement	40	64	43
Teaching academically, ethnically, or linguistically diverse learners	38	42	47
District or state content or performance standards	49	51	39
Using student data to inform school decisions	34	48	41

Source: Teacher Questionnaires, item 27

Table A4.8
Types of Professional Development Activities Supported through Various Programs
(% of districts that responded funds were used for each type of activity)

Type of Activity	All sources	Title II	Title I	Goals	Title VI	Title IV	State Comp Ed
District-weighted							
Attend workshops, conferences, or institutes	100%	97%	79%	94%	13%	63%	32%
Develop curriculum	85%	67%	33%	70%	9%	32%	7%
Develop content standards or student assessments	92%	77%	37%	55%	11%	N/A	25%
Score school or district student assessments	33%	22%	23%	8%	12%	N/A	2%
Plan lessons and/or courses with other teachers	64%	49%	61%	54%	6%	43%	25%
Observe, coach, or mentor other teachers	56%	36%	30%	30%	8%	N/A	6%
Attend school or district improvement committee or task force meetings	73%	39%	52%	61%	0%	46%	5%
Participate in a study group with other teachers on a particular focus area	72%	48%	42%	48%	6%	26%	3%
Intern in a laboratory or company	13%	7%	0%	13%	1%	N/A	0%
Conduct individual research projects	16%	12%	1%	15%	1%	1%	0%
Enroll in college courses	40%	28%	12%	22%	1%	N/A	4%
Pupil-weighted							
Attend workshops, conferences, or institutes	100%	97%	84%	89%	42%	82%	58%
Develop curriculum	88%	61%	55%	72%	33%	51%	32%
Develop content standards or student assessments	88%	68%	50%	58%	29%	N/A	39%
Score school or district student assessments	41%	18%	20%	15%	35%	N/A	12%
Plan lessons and/or courses with other teachers	83%	69%	67%	69%	26%	49%	45%
Observe, coach, or mentor other teachers	79%	49%	54%	54%	30%	N/A	25%
Attend school or district improvement committee or task force meetings	79%	50%	60%	66%	3%	60%	27%
Participate in a study group with other teachers on a particular focus area	77%	58%	55%	57%	26%	30%	22%
Intern in a laboratory or company	23%	7%	1%	8%	3%	N/A	0%
Conduct individual research projects	21%	11%	6%	14%	6%	4%	1%
Enroll in college courses	48%	30%	19%	13%	4%	N/A	7%

Source: District Questionnaire: items B5, B15, D16, E8, G8, F8, H8

Table A4.9
Types of Professional Development Activities Supported by Schools
(% of schools responded funds were used for each type of activity)

Type of Activity	All Schools	Title I Schools	Non-Title I Schools
Attend workshops, conferences, or institutes	98	97	99
Develop curriculum	92	90	94
Develop content standards or student assessments	79	78	82
Score school or district student assessments	47	42	54
Plan lessons and/or courses with other teachers	76	73	80
Observe, coach, or mentor other teachers	69	73	63
Attend school or district improvement committee or task force meetings	78	77	79
Participate in a study group with other teachers on a particular focus area	63	58	69
Intern in a laboratory or company	13	7	21
Conduct individual research projects	11	13	9
Enroll in college courses	46	48	44

Source: School Questionnaire, item B27

Table A4.10
Percentage of Classroom Teachers Participating in Various Types of Professional Development Activities

	All Schools	Title I Schools	Non-Title I Schools	Highest-Poverty Schools Poverty >= 75%	Lowest-Poverty Schools Poverty < 35%
Up to 1-day workshop	80	83	78	92	81
2-4 day workshop	49	42	55	53	49
5-day or more workshop	24	22	25	33	22
Teacher conference	64	60	67	62	67
Teacher collaborative or network	29	21	35	27	32
Teacher study group	23	25	22	31	21
Curriculum development	40	34	44	27	48
Collaborative lesson planning	77	72	80	77	80
Standards development	47	43	51	48	52
Teacher observations	30	34	26	37	30

Source: Teacher Questionnaire, items 20, 21, 23, 24, 26

Table A4.11
Percentage of Classroom Teachers Receiving Release Time for Various Activities*

Activity	Percent of All Classroom Teachers	Percent of Classroom Teachers Participating in Each Activity				
		All Schools	Title I Schools	Non-Title I Schools	Highest-Poverty Schools Poverty >= 75%	Low-Poverty Schools Poverty < 35%
Teacher study group*	12	53	61	45	66	53
Curriculum development	7	18	16	20	13	22
Collaborative lesson planning	15	19	15	23	16	23
Standards development	10	21	14	26	14	27
Teacher observations	3	10	11	9	13	9

* For teacher study groups, the question asked about meeting during the school day; not about release time

Source: Teacher Questionnaire, items 24, 26

Table A4.12
Number of Hours per Year Teachers Participated in Professional Development Focused on Specific Topics

Professional Development Topic	Classroom Teachers	Title I Teachers	Special Ed Teachers
Curriculum and instruction in specific subject areas (e.g., reading/language arts, mathematics)	13.2	18.9	12.2
Parent or community involvement	7.2	5.7	6.5
Teaching academically, ethnically, or linguistically diverse learners	7.1	11.9	11.3
Integrating technology into classroom instruction	6.2	10.3	6.5
Developing teachers' skills in using technology	5.1	6.9	5.0
District or state content or performance standards	5.0	5.2	3.5
Using student data to inform school decisions	4.8	7.0	7.0
Methods for assessing student performance (e.g., portfolios)	4.5	5.1	4.7

Source: Teacher Questionnaires, item 27

Table A4.13
Number of Hours per Year Teachers Participated in Other Professional Development Activities

Professional Development Activity	Classroom Teachers	Title I Teachers	Special Ed Teachers
Informally or formally planning lessons or courses with other teachers	25.3	19.7	17.5
Developing new curriculum for the school or district	7.5	6.6	2.9
Developing content standards, performance standards, or student assessments for the school, district, or state	6.8	9.1	4.3
Informally or formally observing other teachers in their classroom for at least 30 minutes at a time	2.9	4.8	19.8

Source: Teacher Questionnaires, item 26

Table A4.14
Number of Hours Teachers per Year Teachers Participated in Professional Development Focused on Specific Topics, in Highest-Poverty and Low-Poverty Schools

Professional Development Topic	Classroom Teachers		Title I Teachers	
	Highest-Poverty Schools Poverty>=75%	Low-Poverty Schools Poverty< 35%	Highest-Poverty Schools Poverty>=75%	Low-Poverty Schools Poverty< 35%
Curriculum and instruction in specific subject areas (e.g., reading/language arts, mathematics)	22.9	11.3	18.0	13.2
Parent or community involvement	4.0	8.9	5.8	5.1
Teaching academically, ethnically, or linguistically diverse learners	6.2	6.3	14.2	6.3
Integrating technology into classroom instruction	5.9	6.4	11.0	6.8
Developing teachers' skills in using technology	6.1	5.2	5.6	7.8
District or state content or performance standards	5.5	5.7	4.1	2.7
Using student data to inform school decisions	4.5	5.8	4.6	3.1
Methods for assessing student performance (e.g., portfolios)	6.0	4.7	3.4	3.1

Source: Teacher Questionnaires, item 27

Table A4.15
Number of Hours per Year Teachers Participated in Other Professional Development Activities, in Highest-Poverty and Low-Poverty Schools

Professional Development Activity	Classroom Teachers		Title I Teachers	
	Highest-Poverty Schools Poverty>=75%	Low-Poverty Schools Poverty< 35%	Highest-Poverty Schools Poverty>=75%	Low-Poverty Schools Poverty< 35%
Informally or formally planning lessons or courses with other teachers	25.3	23.9	22.9	16.4
Developing new curriculum for the school or district	4.3	9.1	5.8	5.4
Developing content standards, performance standards, or student assessments for the school, district, or state	6.8	7.7	8.3	10.9
Informally or formally observing other teachers in their classroom for at least 30 minutes at a time	3.5	3.0	2.7	4.3

Source: Teacher Questionnaires, item 26

Table A4.16
Factors that Influence Decisions About How to Use Professional Development and Title II Funds
(% of districts responding factor is "extremely influential")

	Professional Development Funds	Title II Funds
Priorities of constituents		
State policies	47	45
Long-term district plan	60	61
Priorities of individual schools	42	41
Parent priorities	17	8
Factors and data sources		
Student performance data	59	57
Assessment of teacher needs	43	54
Results of local program evaluations	30	19
Research showing that particular program models work well	17	24
Need to document use of resources for audit purposes	6	4
Availability of other federal funds	5	2
Availability of state, local, or private funds	10	3

Source: District Questionnaire, items B2, B12

Table A4.17
Role of Constituents Deciding How Professional Development and Title II Funds are Used by Districts
(% of districts reporting constituent is a primary decisionmaker)

	Professional Development Funds	Title II Funds
Title II administrator	45	46
Other district federal program administrator	32	14
District curriculum or instructional administrators	55	54
School board	8	2
Principals and other school administrators	37	24
Teachers	29	25
Parents	6	2

Source: District Questionnaire, items B3, B13

Table A4.18
Control of Decisions about the Use of Title II Funds
(Percent of districts reporting decisions are made by the district, schools, or jointly)

	Percent of Districts
Decisions made entirely by district	4
Decisions made mainly by districts with input from schools	27
Decisions made jointly by district and schools	52
Decisions made mainly by schools with input from district	12
Decisions made by schools	6

Source: District Questionnaire, item B10

Technology

Table A5.1
Financial Contribution of Five Federal Education Programs to Technology (1997-98 School Year)

	Amount	% of Total
Technology programs	**$256,965,000**	**40%**
Technology Literacy Challenge Fund	$200,000,000	31%
Technology Innovation Challenge Grants	$56,965,000	9%
Other federal programs	**$389,570,000**	**60%**
Title I	$236,937,000	37%
Goals 2000	$83,995,000	13%
Title VI	$68,638,000	10%
Total of five federal programs	**$646,535,000**	
District total from all sources	TBD	

Source: Funding for federal technology programs is based on FY 1997 appropriations. Funding for other federal programs is based on school district reports of program expenditures collected through the SERFF.

Table A5.2
District Uses of Technology Funds
(% using funds a "a great deal" for various strategies)

Strategy	% of Districts Using Funds "A Great Deal" for Each Strategy	% of Students in Districts Using Funds "A Great Deal" for Each Strategy
Increasing teachers' access to computer technology	84%	74%
Increasing students' access to computer technology in classrooms	83%	76%
Developing teachers' skills in using technology	75%	69%
Integrating technology into classroom instruction	72%	64%
Increasing students' access to the Internet	71%	73%
Increasing students' access to computer technology in media centers or libraries	69%	67%
Aligning technology with content and performance standards	41%	45%
Supporting school-based improvement efforts	33%	38%
Leveraging other funds	24%	34%
Improving communication with parents	10%	15%
Supporting classroom partnerships with universities or libraries	1%	8%

Source: District Questionnaire, item C1

Table A5.3
Factors that Influence District Decisions About How to Use Technology Funds

	Extremely Influential		Somewhat Influential or Influential
	% of Districts Reporting Factor is "Extremely Influential"	% of Students in Districts Reporting Factor is "Extremely Influential"	% of Students Districts Reporting Factor is "Somewhat Influential" or "Influential"
State policies	39	37	61
Long-term district plan	79	70	28
Priorities of individual schools	38	31	67
Parent priorities	11	9	87
Extent of need for technological equipment, software, and training at individual schools	47	41	56
Supporting special technology programs at individual schools	27	15	76
Availability of state, local, or private funds	13	27	70
Concentrations of low-income students at individual schools	14	18	57
Availability of other federal funds	5	16	73
Need to document use of resources for audit purposes	1	5	70

Source: District Questionnaire, item C2

Table A5.4
District Professional Development Activities Related to Using Technology
(% reporting that professional development activities focus "a great deal" on using technology to support or enhance various activities)

Topic	% of Districts	% of Students Enrolled in These Districts
Developing teachers' skills in using technology	91%	81%
Enabling students to meet state or district proficiency standards	72%	52%
Curriculum and instruction specific to mathematics or science	47%	40%
District or state content or performance standards	44%	49%
Using student data to inform school decisions	34%	38%
Curriculum and instruction specific to reading or language arts	32%	37%
Assessments that are linked to standards	31%	28%
Building partnerships with parents and community	20%	11%
School restructuring and governance	10%	12%
Teaching academically, ethnically, or linguistically diverse learners	10%	19%
Research-based whole school reform programs	6%	10%

Source: District Questionnaire, item C5

Table A5.5
Number of Computers Schools Received From Various Sources in 1997-98

Funding Source	Average Number of New Computers Per School						
	All Schools	Highest-Poverty Schools Poverty >=75%	Low-Poverty Schools Poverty <35%	Title I Schools	Non-Title I Schools	Elementary Schools	Secondary Schools
Title I	1.9	3.3	0.6	3.5	0.0	2.3	1.3
Other federal funds	1.9	2.9	1.8	2.0	1.8	1.5	2.8
Total federal funds	3.9	6.3	2.4	5.5	1.9	3.8	4.1
State/local funds	10.1	4.8	12.4	6.2	14.9	5.8	17.7
Private sources	1.8	1.5	1.7	2.2	1.2	1.2	2.8
All sources	15.7	12.6	16.4	13.9	18.0	10.8	24.6
% purchased with Title I funds	12%	27%	4%	25%	0%	21%	5%
% purchased with federal funds	25%	50%	14%	39%	10%	35%	17%

Source: School Questionnaire, item B21

Table A5.6
Number of Computers, Quality, and Connectivity

	Number of Students per Computer	Percent of Instructional Computers that are Multimedia	Percent of Instructional Computers that have Access to the Internet
Overall			
All schools	12.6	43%	31%
Title I schools	13.5	39%	28%
Non-Title I schools	11.7	46%	35%
Highest-poverty schools (Poverty>=75%)	17.0	41%	22%
Low-poverty schools (Poverty<35%)	11.7	41%	34%
Elementary			
All schools	13.8	46%	30%
Title I schools	14.4	43%	28%
Non-Title I schools	12.1	51%	36%
Highest-poverty schools (Poverty>=75%)	18.0	39%	23%
Low-poverty schools (Poverty<35%)	11.5	52%	38%
Secondary			
All schools	11.7	41%	32%

Source: School Questionnaire, items B18, B19

Table A5.7
Connectivity of Classrooms

	Percent Having a Computer with Internet Access	Percent Linked Together in a LAN	Percent Connected to the District Office, Colleges, Universities, or Public Libraries through a WAN
Overall			
All schools	35%	43%	28%
Title I schools	33%	36%	23%
Non-Title I schools	37%	48%	33%
Highest-poverty schools (Poverty>=75%)	26%	30%	14%
Low-poverty schools (Poverty<35%)	35%	44%	31%
Elementary			
All schools	39%	41%	24%
Title I schools	38%	40%	23%
Non-Title I schools	43%	45%	28%
Highest-poverty schools (Poverty>=75%)	26%	30%	14%
Low-poverty schools (Poverty<35%)	45%	51%	31%
Secondary			
All schools	32%	43%	31%

Source: School Questionnaire, items B22a, B23a, B24a, B25a

Table A5.8
Frequency That Teacher Lessons Require Students to Use Computers and the Internet

Frequency	% of Classroom Teachers			% of Title I Teachers		
	Overall	Elementary	Secondary	Overall	Elementary	Secondary
Teacher Lessons Require Students to Use Computers						
Several times daily	5%	6%	4%	7%	8%	3%
Daily or almost daily	12%	22%	4%	19%	20%	12%
Once or twice a week	28%	37%	21%	30%	31%	26%
Once or twice a month	25%	15%	34%	13%	12%	17%
Never or hardly ever	30%	20%	38%	31%	29%	41%
Teacher Lessons Require Students to Use the Internet						
Several times daily	0%	0%	1%	0%	0%	2%
Daily or almost daily	3%	5%	1%	0%	0%	0%
Once or twice a week	10%	15%	5%	10%	11%	4%
Once or twice a month	20%	18%	21%	21%	22%	14%
Never or hardly ever	67%	62%	71%	69%	67%	80%

Source: Teacher Questionnaires, items 13, 14a

Table A5.9
Barriers to Effective Use of Technology
(% of schools and teachers responding that item is a "moderate" or "great" barrier to effective use of technology)

Barrier	% of Schools	% of Classroom Teachers	% of Title I Teachers
Overall			
Insufficient teacher understanding of ways to integrate technology into the curriculum	70%	45%	49%
Lack of software that is integrated with the school's curriculum	68%	60%	51%
Insufficient number of computers	66%	71%	58%
Insufficient technical support	58%	49%	45%
Elementary			
Insufficient teacher understanding of ways to integrate technology into the curriculum	67%	43%	46%
Lack of software that is integrated with the school's curriculum	64%	58%	50%
Insufficient number of computers	59%	69%	58%
Insufficient technical support	58%	50%	45%
Secondary			
Insufficient teacher understanding of ways to integrate technology into the curriculum	75%	48%	60%
Lack of software that is integrated with the school's curriculum	77%	65%	54%
Insufficient number of computers	79%	75%	57%
Insufficient technical support	59%	49%	43%

Source: School Questionnaire, item B26; Teacher Questionnaires, item 15

Helping At-Risk Students

Table A6.1
District Use of Title I Funds
(% of respondents saying funds support each strategy "a great deal")

Strategy	Title I		State Compensatory Education	
	% of Districts Reporting Funds Support Strategy "A Great Deal"	% of Students Enrolled in Districts Reporting Funds Support Strategy "A Great Deal"	% of Districts Reporting Funds Support Strategy "A Great Deal"	% of Students Enrolled in Districts Reporting Funds Support Strategy "A Great Deal"
Providing supplemental targeted academic services to students	62%	70%	69%	81%
Providing professional development linked to standards	45%	56%	54%	41%
Supporting school-based improvement efforts	44%	59%	90%	70%
Aligning curricula and instructional materials with standards	39%	47%	8%	23%
Expanding the use of technology	30%	40%	33%	32%
Increasing instructional time for low-achieving students	30%	34%	59%	47%
Early intervention / early childhood education	26%	42%	44%	40%
Developing or adopting assessments linked to standards	25%	37%	5%	16%
Building partnerships with parents and community	23%	43%	33%	29%
Leveraging other funds	17%	14%	28%	11%
Reducing class size	15%	18%	32%	23%
Coordinating health and social services for students	14%	15%	29%	19%

Source: District Questionnaire, items D7, H2

Table A6.2
Importance of Various Strategies in Schools' Decisions About How to Use Their Resources
(% of schools responding strategy is of "primary importance")

Strategy	Overall	Elementary	Secondary
Aligning curricula and instructional materials with content/performance standards	78%	79%	78%
Linking professional development to standards	69%	71%	65%
Implementing assessments linked to standards	66%	66%	66%
Expanding the use of technology	65%	65%	65%
Providing supplemental targeted academic services to students	66%	67%	65%
Building partnerships with parents and community	58%	58%	57%
Reducing class size	52%	54%	48%
Increasing instructional time for low-achieving students	44%	42%	48%
Coordinating health and social services for students	30%	33%	26%
Leveraging other funds	25%	25%	23%

Source: School Questionnaire, item A1

Table A6.3
Use of Title I Funds for Schoolwide and Targeted Assistance Programs

	% of Title I Schools	% of Schools' Title I Funds
Schoolwide programs	45%	60%
Targeted assistance programs	55%	40%

Source: School allocations from SERFF sample districts

Table A6.4
Reasons for Not Implementing a Schoolwide Program

Reason	% of Targeted Assistance Schools	% of Schools Eligible for Schoolwide Programs
Operating schoolwide program		82%
Not eligible -- school poverty level is below 50% threshold	58%	
Considering implementing a schoolwide program	22%	12%
Not familiar with this option	0%	0%
Preferred to continue with targeted Title I services	16%	2%
SWP planning requirements appear cumbersome	3%	2%
District staff discouraged use of this option	3%	1%
State staff discouraged use of this option	2%	0%
Other	2%	1%

Source: School Questionnaire, items C4, C5

Table A6.5
Extent to Which Schools Use Non-Title I Funds in Their Schoolwide Programs

	Percent of Schoolwide Programs that Report that They:		
	Consider These Resources When Making Decisions about How to Use Resources Available for the Schoolwide Program	Receive or Have Control over These Funds	Combine Title I Funds with These Funds
Any non-Title I funds	80%	86%	73%
Any non-Title I federal funds (II, IV, VI, or Goals)			
Title II	46%	44%	35%
Title IV	54%	54%	43%
Title VI	23%	16%	17%
Goals	40%	32%	21%
State Comp Ed	37%	33%	33%
Private sources	52%	45%	41%
Other	15%	18%	7%

Source: School Questionnaire, items C15, C16, C17

Table A6.6
Types of Services Provided in Title I Schoolwide Programs

	Overall			Elementary		
	% of Schools	% of Students Served		% of Schools	% of Students Served	
		In Schoolwides with This Service	In All Schoolwides		In Schoolwides with This Service	In All Schoolwides
Pullout (not Sp. Ed.)	46%	20%	9%	48%	21%	10%
Before/after school or weekend programs	63%	14%	10%	63%	13%	10%
Summer programs	54%	20%	11%	55%	19%	11%
Preschool	42%	8%	3%	46%	8%	4%
Full-day kindergarten	58%	14%	9%	63%	14%	10%

Source: School Questionnaire, item C13

Table A6.7
Services and Resources for Parents in Title I Schools

	% of Schools			Target Group of Parents (% of TA Schools Offering Resource)	
	Title I schools	Schoolwide Programs	Targeted Assistance Schools	Resource Available for All Parents	Resource Available for Title I Parents Only
Overall					
Parent advisory council	81	83	79	76	24
Home-based education activities used to reinforce classroom instruction	70	58	80	74	26
Parent resource center	67	77	59	80	20
Designated liaison staff to work with parents	67	79	59	69	31
Family literacy programs	44	57	36	79	21
Elementary					
Parent advisory council	80	83	77	72	28
Home-based education activities used to reinforce classroom instruction	73	60	84	73	27
Parent resource center	70	77	64	79	21
Designated liaison staff to work with parents	64	78	53	77	23
Family literacy programs	48	59	41	79	21
Secondary					
Parent advisory council	90	85	93	90	10
Home-based education activities used to reinforce classroom instruction	47	37	53	84	16
Parent resource center	43	70	32	81	19
Designated liaison staff to work with parents	92	90	93	43	57
Family literacy programs	15	38	6	57	43

Source: School Questionnaire, items C9, C14

Table A6.8
Subjects Taught in Title I Targeted Assistance Programs and State Comp Ed Programs

	Title I Targeted Assistance		State Compensatory Education	
	% of Schools	% of Title I Students	% of Schools	% of SCE Students
Overall				
Reading/language arts	100%	75%	96%	79%
Mathematics	94%	60%	86%	68%
ESL	81%	36%	59%	46%
Other	47%	61%	20%	66%
Elementary				
Reading/language arts	100%	87%	97%	91%
Mathematics	94%	61%	83%	79%
ESL	79%	18%	53%	45%
Other	48%	29%	24%	72%
Secondary				
Reading/language arts	99%	63%	93%	70%
Mathematics	97%	60%	93%	62%
ESL	95%	47%	71%	47%
Other	43%	78%	13%	58%

Source: School Questionnaire, items C7, C20

Table A6.9
Changes in Title I Targeted Assistance Programs in Last Three Years

	% of Schools Reporting More During 1997-98	% of Schools Reporting No Difference	% of Schools Reporting More During 1994-95
Number of children served	69	15	16
Title I instructional time per student	22	61	17
Number of subject areas taught	12	79	9
Number of grade levels served	18	66	17
Pullout programs offered	6	58	36
Extended-time programs offered	23	70	7

Source: School Questionnaire, item C11

Table A6.10
Types of Services Provided in Title I Targeted Assistance Programs

	Overall		Elementary	
	% of Schools	% of Title I Students	% of Schools	% of Title I Students
Pullout	62	63	72	63
In-class services	70	70	66	65
Before/after school or weekend programs	31	23	20	22
Title I summer programs	37	29	34	28
Title I preschool	4	24	5	24
Title I full-day kindergarten	1	16	1	16

Source: School Questionnaire, item C8

Table A6.11
Objectives Influencing Targeted Assistance Schools' Decisions About How to Use Title I Funds
(% of schools responding "extremely important")

Objective	Overall	Elementary	Secondary
Improving the knowledge and skills of teachers	46%	46%	44%
Increasing instructional time for students	58%	60%	48%
Improving student achievement in mathematics	68%	66%	79%
Improving student achievement in reading/language arts	94%	95%	89%
Expanding the use of technology	40%	31%	75%
Coordinating Title I instruction with regular classroom instruction	60%	65%	41%

Source: School Questionnaire, item A6

Table A6.12
Qualifications of Title I and Classroom Teachers

	Overall		Title I Teachers in		Classroom Teachers in	
	Title I Teachers	Classroom Teachers	Highest-Poverty Schools Poverty> =75%	Low-Poverty Schools Poverty< 35%	Highest-Poverty Schools Poverty>= 75%	Low-Poverty Schools Poverty< 35%
Overall						
Average teacher salary						
Avg years teaching experience	15.9	12.9	16.2	14.7	12.4	12.7
Permanent/regular credential	92%	90%	99%	88%	93%	88%
Bachelor's degree	100%	100%	100%	100%	100%	100%
Master's degree	50%	45%	37%	48%	34%	51%
Ed. Specialist degree	14%	9%	11%	10%	10%	10%
Doctorate / professional degree	0%	0%	0%	0%	1%	0%
Elementary						
Average teacher salary						
Avg years teaching experience	16.9	13.2	16.3	17.1	11.9	15.1
Permanent/regular credential	96%	92%	100%	97%	94%	93%
Bachelor's degree	100%	100%	100%	100%	100%	100%
Master's degree	49%	39%	35%	45%	31%	52%
Ed. Specialist degree	12%	9%	11%	8%	9%	10%
Doctorate / professional degree	0%	0%	0%	0%	0%	1%
Secondary						
Average teacher salary						
Avg years teaching experience	11.6	12.6	14.6	7.4	15.3	11.7
Permanent/regular credential	76%	88%	85%	61%	90%	85%
Bachelor's degree	100%	100%	100%	100%	100%	100%
Master's degree	57%	50%	59%	58%	50%	50%
Ed. Specialist degree	24%	9%	11%	19%	17%	9%
Doctorate / professional degree	0%	1%	0%	0%	5%	0%

Source: Teacher Questionnaires, items 31, 32, 35, 36, 37, 38

Table A6.13
Qualifications of Title I Teachers' Aides

	All Title I Schools	Highest-Poverty Schools Poverty > =75%	Low-Poverty Schools Poverty < 35%
Overall			
Average years experience as aide	10.3	9.7	8.8
% with teaching certificate	15	13	13
% with teaching certificate and Bachelor's degree	11	8	13
% with high school completion	99	98	100
% with Associate's degree	16	7	4
% with Bachelor's degree	25	10	37
% with Master's degree or higher	1	0	4
Elementary			
Average years experience as aide	11.1	9.7	10.7
% with teaching certificate	16	13	16
% with teaching certificate and Bachelor's degree	13	9	17
% with high school completion	99	98	100
% with Associate's degree	15	6	6
% with Bachelor's degree	19	10	22
Secondary			
Average years experience as aide	5.3	9.8	2.5
% with teaching certificate	12	29	0
% with teaching certificate and Bachelor's degree	1	4	0
% with high school completion	100	100	100
% with Associate's degree	16	25	0
% with Bachelor's degree	59	4	86

Source: Title I Teachers' Aide Questionnaire, items 12, 13

Table A6.14
Change in Mix of Title I Teachers and Aides (FTEs) Since Reauthorization

	Data source	# Teachers	# Aides	Teacher/Aide Ratio
Sample-based surveys				
1990	Chapter 1 Implementation Study	62,452	67,245	0.93
1997-98	Follow-Up School Survey * all schools * Targeted Assistance Schools * Schoolwide Programs	 74,664 33,784 40,880	 76,894 33,013 43,880	 0.97 1.02 0.93
1997-98	Study of Education Resources * all schools * Targeted Assistance Schools * Schoolwide Programs			
State Performance Reports				
1990-91	State Performance Reports	71,109	65,232	1.09
1991-92	State Performance Reports	77,344	69,806	1.11
1992-93	State Performance Reports	82,294	74,342	1.11
1993-94	State Performance Reports * all states * states reporting for all schools in 1996-97	 85,567 39,277	 77,814 37,129	 1.10 1.06
1996-97	State Performance Reports * all states * states reporting for all schools	 61,176 35,335	 51,863 32,996	 1.18 1.07

Table A6.15
Number of FTE Title I Teachers, Aides, and Other Staff

Source	All Schools	Schoolwide	Targeted Assistance
Administration (non-clerical)	3,488	1,527	1,961
Teachers	74,664	40,880	33,784
Aides	76,894	43,880	33,013
Staff providing support services (non-clerical)	10,182	7,883	2,299
Other	6,883	5,328	1,555

Source: Follow-up Public School Survey on Education Reform, 1997-98

Table A6.16
Responsibilities of Title I Teachers' Aides

	% of Title I Aides Engaged in each Activity		
Responsibility	**Overall**	**Elementary**	**Secondary**
Teaching or helping to teach students	98	98	99
Preparing teaching materials	84	87	62
Correcting student work, taking roll, and other administrative duties	81	80	84
Testing students	77	81	55
Yard or cafeteria duty	56	63	17
Working or meeting with parents	54	53	58
Working in the school office	23	22	27
Working in the library or media center	18	20	9
Interpreting for LEP students	11	9	21
Other	48	46	55

Source: Title I Teachers' Aide Questionnaire, items 1, 4

Table A6.17
Responsibilities of Title I Teachers' Aides

Responsibility	Hours that Title I Aides Spend Daily on Each Activity	
Teaching or helping to teach students	3.6	59%
Preparing teaching materials (0.6 hrs), testing students (0.2 hrs), correcting student work, taking roll, and other administrative duties (0.6 hrs)	1.4	23%
Working in the library or media center, school office, yard or cafeteria duty	0.8	13%
Working or meeting with parents	0.2	3%
Interpreting for LEP students	0.1	2%
Total hours	6.1	

Title I Teachers' Aide Questionnaire, items 1, 4

Table A6.18
Share of Time that Title I Teachers' Aides Spend Teaching or Helping to Teach Students That is on their Own, Without a Teacher Present
(% of aides selecting each response)

	Overall	Elementary	Secondary
None	24	22	32
Some	35	35	40
About half	15	17	5
Most	3	4	0
Nearly all or all	23	23	23

Source: Title I Teachers' Aide Questionnaire, item 6

Table A6.19
Percentage of Title I Teachers' Aides Reporting that They Received Training on Various Topics Since the End of the Last School Year

Training Topic	Overall	Elementary	Secondary
Teaching math or science	22	24	8
Teaching reading or writing	48	52	21
Using computers	52	48	74
Using the Internet	23	22	30
Working with parents	23	23	23
Preventing student drug use or violence	24	20	41

Source: Title I Teachers' Aide Questionnaire, item 10

Table A6.20
Amount of Time Title I Teachers' Aides Spent in Training Activities Since the End of the Last School Year
(% of aides selecting each response)

Time Spent	Overall	Elementary	Secondary
None	22	20	38
Some, but less than 16 hours	55	56	48
16-35 hours	19	20	12
36-70 hours	3	4	2
More than 70 hours	1	1	1

Source: Title I Teachers' Aide Questionnaire, item 11

Table A6.21
Amount of Title I Teacher Time Spent on Instructional and Non-Instructional Activities
(average number of hours per week)

	All Title I Schools	Elementary Schools			Secondary Schools
		All Title I Schools	Schoolwide Programs	Targeted Assistance Programs	All Title I Schools
Instructional Time					
Resource room	16.5	16.4	16.8	15.7	17.1
In-class	4.7	5.0	3.9	6.7	3.0
Informal tutoring	0.9	0.7	0.8	0.6	1.9
Non-Instructional Time					
Planning, preparation, & grading	6.2	5.9	5.4	6.6	7.8
Consultations with other staff	1.9	1.9	1.6	2.3	2.0
Administrative duties	2.1	2.2	2.4	1.8	2.0
Interaction with parents	0.9	0.9	0.9	0.9	1.1
Total hours	33.2	32.9	31.9	34.5	34.9

Source: Title I Teacher Questionnaire, items 5, 6, 7, 10

Note: "Resource room" instructional time shown above includes departmentalized classes as well as resource rooms.

Table A6.22
Percentage of Title I Teacher Time Spent on Instructional and Non-Instructional Activities

	All Title I Schools	Elementary Schools			Secondary Schools
		All Title I Schools	Schoolwide Programs	Targeted Assistance Programs	All Title I Schools
Instructional Time					
Resource room	49%	50%	53%	46%	49%
In-class	14%	15%	12%	19%	9%
Informal tutoring	3%	2%	3%	2%	5%
Non-Instructional Time					
Planning, preparation, & grading	19%	18%	17%	19%	22%
Consultations with other staff	6%	6%	5%	7%	6%
Administrative duties	6%	7%	8%	5%	6%
Interaction with parents	3%	3%	3%	2%	3%
Total hours	100%	100%	100%	100%	100%

Source: Title I Teacher Questionnaire, items 5, 6, 7, 10

Note: "Resource room" instructional time shown above includes departmentalized classes as well as resource rooms.

Table A7.1
Preschool Programs

	% of Schools with Program	In Schools with Preschool Programs, % of Estimated Preschool-Age Population Enrolled in Preschool	# of Hours per Week	# of Weeks per Year	# of Hours per Year
All elementary schools	32%	28%	18	32	579
Highest-poverty schools (Poverty>=75%)	61%	34%	17	29	484
Low-poverty schools (Poverty<35%)	14%	20%	17	36	631
Title I schools	35%	25%	19	31	586
Schoolwide programs	53%	29%	18	30	548
Targeted assistance programs	19%	22%	20	34	69
Non-Title I schools	22%	30%	15	35	540

Source: School Questionnaire, item B16

Table A7.2
Extended-Time Instructional Programs

	% of Schools with Program	In Schools with Program, % of Students Served	# of Hours per Week	# of Weeks per Year	# of Hours per Year
All Schools					
Before-school programs	22%	7%	3	29	77
After-school programs	57%	9%	4	26	111
Weekend programs	6%	9%	3	19	53
Summer school	56%	20%	18	5	83
Elementary Schools					
Before-school programs	15%	9%	3	30	90
After-school programs	48%	10%	5	26	107
Weekend programs	2%	8%	3	18	55
Summer school	51%	19%	17	4	73
Secondary Schools					
Before-school programs	34%	5%	3	28	66
After-school programs	73%	7%	4	26	115
Weekend programs	14%	9%	3	19	53
Summer school	66%	22%	19	5	96

Source: School Questionnaire, item B16

Table A7.3
Variations in Availability of Extended Time Instructional Programs During the School Year
(combining before-school, after-school, and weekend programs)

	% of Schools with Program	In Schools with Program, % of Students Served	# of Hours per Week	# of Hours per Year
All Schools				
All schools	63%	11%	5	116
Highest-poverty schools (Poverty>=75%)	75%	16%	5	134
Low-poverty schools (Poverty<35%)	56%	8%	5	108
Title I schools	65%	11%	5	115
Non-Title I schools	64%	10%	5	123
Elementary Schools				
All schools	54%	12%	5	101
Highest-poverty schools (Poverty>=75%)	74%	14%	5	136
Low-poverty schools (Poverty<35%)	36%	7%	5	68
Title I schools	61%	12%	5	103
Non-Title I schools	38%	10%	4	94
Secondary Schools				
All schools	79%	10%	6	135

Source: School Questionnaire, items B16a, B16b, B16d

Table A7.4
Variations in Availability of Before-School Programs

	% of Schools with Program	In Schools with Programs, % of Students Served	# of Hours per Week	# of Weeks per Year	# of Hours per Year
All Schools					
All schools	22%	7%	3	29	77
Highest-poverty schools (Poverty>=75%)	14%	12%	3	29	81
Low-poverty schools (Poverty<35%)	25%	3%	3	28	63
Title I schools	19%	8%	3	31	90
Schoolwide programs	18%	13%	3	29	98
Targeted assistance programs	19%	4%	3	32	84
Non-Title I schools	26%	5%	3	29	67
Elementary Schools					
All schools	15%	9%	3	30	90
Highest-poverty schools (Poverty>=75%)	14%	13%	3	29	83
Low-poverty schools (Poverty<35%)	12%	4%	2	29	69
Title I schools	17%	10%	3	30	91
Schoolwide programs	17%	15%	3	29	98
Targeted assistance programs	16%	5%	3	30	85
Non-Title I schools	11%	5%	2	29	67
Secondary Schools					
All schools	34%	5%	3	28	66

Source: School Questionnaire, item B16a

Table A7.5
Variations in Availability of After-School Programs

Variation in Availability	% of Schools with Program	In Schools with Programs, % of Students Served	# of Hours per Week	# of Weeks per Year	# of Hours per Year
All Schools					
All schools	57%	9%	4	26	111
Highest-poverty schools (Poverty>=75%)	73%	12%	5	28	143
Low-poverty schools (Poverty<35%)	48%	7%	4	24	94
Title I schools	59%	9%	5	27	116
Schoolwide programs	67%	11%	5	28	139
Targeted assistance programs	53%	8%	5	26	90
Non-Title I schools	58%	8%	4	24	106
Elementary Schools					
All schools	48%	10%	5	26	107
Highest-poverty schools (Poverty>=75%)	71%	11%	5	28	152
Low-poverty schools (Poverty<35%)	29%	7%	5	22	69
Title I schools	54%	10%	5	26	109
Schoolwide programs	64%	11%	4	28	136
Targeted assistance programs	45%	9%	5	24	72
Non-Title I schools	32%	10%	4	25	105
Secondary Schools					
All schools	73%	7%	4	26	115

Source: School Questionnaire, item B16b

Table A7.6
Variations in Availability of Summer Programs

	% of Schools with Program	In Schools with Programs, % of Students Served	# of Hours per Week	# of Weeks per Year	# of Hours per Year
All Schools					
All schools	56%	20%	18	5	82
Highest-poverty schools (Poverty>=75%)	65%	17%	17	4	72
Low-poverty schools (Poverty<35%)	53%	22%	17	5	89
Title I schools	61%	19%	16	5	70
Non-Title I schools	54%	22%	20	5	101
Elementary Schools					
All schools	51%	19%	17	4	73
Highest-poverty schools (Poverty>=75%)	65%	15%	17	4	69
Low-poverty schools (Poverty<35%)	40%	20%	15	5	70
Title I schools	59%	18%	17	4	70
Non-Title I schools	26%	24%	15	6	91
Secondary Schools					
All schools	66%	22%	19	5	96

Source: School Questionnaire, item B16f

Goals 2000

Table A8.1
District Uses of Goals 2000 Funds

Strategy	% of Goals Districts Using Funds "A Great Deal" for Each Strategy	% of Students Enrolled in Goals Districts Using Funds "A Great Deal" for Each Strategy
Providing professional development linked to standards	89	80
Aligning curricula and instructional materials with content/performance standards	76	61
Developing or adopting assessments linked to standards	70	53
Expanding the use of technology	62	52
Supporting school-based improvement efforts	48	63
Building partnerships with parents and community	40	36
Leveraging other funds	25	27
Providing supplemental targeted academic services to students	18	31
Increasing instructional time for low-achieving students	2	12
Coordinating health and social services for students	1	6
Reducing class size	0	1

Source: District Questionnaire, item G2

Table A8.2
Factors that Influence District Decisions About How to Use Goals 2000 Funds

Factor	% of Goals Districts Reporting Each Factor is "Extremely Influential"	% of Students in Goals Districts Reporting Each Factor is "Extremely Influential"
State policies	54	51
Long-term district plan	71	63
Priorities of individual schools	51	46
Parent priorities	13	12
Student performance data	56	52
Results of local program evaluations	34	31
Research showing that particular program models work well	33	33
Availability of state, local, or private funds	8	15
Need to document use of resources for audit purposes	6	11
Availability of other federal funds	3	9

Source: District Questionnaire, items F3, G3

Table A8.3
Role of Constituents in Deciding How to Use Goals 2000 Funds

	Percent of District Goals 2000 Coordinators that Reported Constituent is a Primary Decisionmaker
Goals 2000 administrator	56
Other district federal program administrator	6
District curriculum or instructional administrators	42
School board	8
Principals and other school administrators	33
Teachers	26
Parents	3

Source: District Questionnaire, item G4

Table A8.4
Control of Decisions about the Use of Goals 2000 Funds

	Percent of Districts
Decisions made entirely by district	9
Decisions made mainly by districts with input from schools	29
Decisions made jointly by district and schools	44
Decisions made mainly by schools with input from district	15
Decisions made by schools	3

Source: District Questionnaire, item G5

Table A8.5
How Districts Target Goals 2000 Funds

Funds Are Targeted To:	% of Districts Using Each Method	% of Students Enrolled in Districts Using Each Method
All schools in the district	35%	28%
All schools or teachers that wish to participate	39%	34%
Schools with low student achievement	23%	26%
Schools with high concentrations of low-income students	1%	7%
Schools that receive fewer resources from other federal programs or other sources	0%	3%
Schools identified for improvement under Title I	0%	2%

Source: District Questionnaire, item G10

Table A8.6
Percentage of District Goals 2000 Coordinators Reporting
Discussions with Other Program Coordinators at least Once a Month

Funding Source	% of Goals 2000 Coordinators Who Have Discussions at Least Once a Month with Other Program Coordinators	% of Students in Districts Whose Goals Coordinators Report that They Have Discussions at Least Once a Month with Other Program Coordinators
Title II	66%	61%
Title VI	57%	56%
Title I	53%	58%
Title IV	54%	42%
State Compensatory Education	36%	39%

Source: District Questionnaire, item G9

Table A8.7
Percentage of Districts that Combine Goals 2000 Funds with Other Funds
to Support Professional Development Activities

Funding Source	% of Districts Combining Goals 2000 Funds with Funds from Each Source	% of Students Enrolled in Districts Combining Goals 2000 Funds with Funds from Each Source
State/local funds	95%	85%
Title II	64%	50%
Title I	37%	47%
Title IV	28%	15%
Other federal	16%	28%
Title III	13%	9%
Title VI	13%	30%
Any federal funds	72%	71%

Source: District Questionnaire, item G11

Table A8.8
Use of Goals 2000 Funds for Professional Development Focused on Specific Topics

Topic	% of Districts Focusing Goals 2000 Professional Development Activities "A Great Deal" on Each Topic	% of Students Enrolled in Districts Focusing Goals 2000 Professional Development Activities "A Great Deal" on Each Topic
Teaching academically, ethnically, or linguistically diverse learners	39%	39%
District or state content or performance standards	71%	69%
Curriculum and instruction specific to reading or language arts	40%	53%
Curriculum and instruction specific to mathematics or science	33%	36%
Assessments that are linked to standards	46%	53%
Enabling students to meet state or district proficiency standards	71%	66%
Using student data to inform school decisions	23%	34%
Developing teachers' skills in using technology	15%	23%
Integrating technology into classroom instruction	17%	27%
Building partnerships with parents and community	6%	17%
School restructuring and governance	5%	15%
Research-based whole school reform programs	31%	19%

Source: District Questionnaire, item G7

Title VI

Table A9.1
District Uses of Title VI Funds

Strategy	% of Title VI Districts Using Funds "A Great Deal" for Each Strategy	% of Students Enrolled in Title VI Districts Using Funds "A Great Deal" for Each Strategy
Acquiring educational materials, including library materials and software	58	63
Expanding the use of technology	39	41
Providing supplemental targeted academic services to students	34	29
Supporting school-based improvement efforts	17	33
Providing professional development linked to standards	13	33
Aligning curricula and instructional materials with content/performance standards	13	27
Leveraging other funds	13	19
Building partnerships with parents and community	10	16
Developing or adopting assessments linked to standards	5	17
Coordinating health and social services for students	3	9
Reducing class size	3	5
Increasing instructional time for low-achieving students	2	9

Source: District Questionnaire, item F2

Table A9.2
Factors that Influence District Decisions About How to Use Title VI Funds

Factor	% of Title VI Districts Reporting Each Factor is "Extremely Influential"	% of Students in Title VI Districts Reporting Each Factor is "Extremely Influential"
State policies	21	30
Long-term district plan	52	46
Priorities of individual schools	52	48
Parent priorities	15	8
Student performance data	28	36
Research showing that particular program models work well	24	24
Results of local program evaluations	18	29
Need to document use of resources for audit purposes	7	17
Availability of state, local, or private funds	6	16
Availability of other federal funds	3	8

Source: District Questionnaire, item F3

Table A9.3
How Districts Target Title VI Funds

Funds Are Targeted To:	% of Districts Using Each Method	% of Students Enrolled in Districts Using Each Method
All schools in the district	43%	55%
All schools or teachers that wish to participate	25%	25%
Schools that receive fewer resources from other federal programs or other sources	17%	8%
Schools identified for improvement under Title I	11%	4%
Schools with low student achievement	4%	6%
Schools with high concentrations of low-income students	0%	2%

Source: District Questionnaire, item F10

Table A9.4
Percentage of District Title VI Coordinators Reporting
Discussions with Other Program Coordinators at least Once a Month

Funding Source	% of Title VI Coordinators Who Report that They Have Discussions at Least Once a Month with Other Program Coordinators	% of Students in Districts Whose Title VI Coordinators Report that They Have Discussions at Least Once a Month with Other Program Coordinators
State Compensatory Education	56%	48%
Title I	56%	58%
Title II	34%	42%
Goals 2000	24%	43%
Title IV	16%	29%

Source: District Questionnaire, item F9

Table A9.5
Percentage of Districts that Combine Title VI Funds with Other Funds
to Support Professional Development Activities

Funding Source	% of Districts Combining Title VI Funds with Funds from Each Source	% of Students Enrolled in Districts Combining Title VI Funds with Funds from Each Source
Title I	42%	68%
Title III	34%	46%
Title IV	38%	57%
Title II	29%	54%
Other federal	27%	49%
Goals 2000	20%	42%
State/local funds	1%	6%
Any federal funds	50%	78%

Source: District Questionnaire, item F11

Table A9.6
Professional Development Topics Supported with Title VI Funds
(in districts that use Title VI funds for professional development)

Topic	% of Districts Focusing Title VI Professional Development Activities "A Great Deal" on Each Topic	% of Students Enrolled in Districts Focusing Title VI Professional Development Activities "A Great Deal" on Each Topic
Teaching academically, ethnically, or linguistically diverse learners	22%	42%
District or state content or performance standards	44%	57%
Curriculum and instruction specific to reading or language arts	36%	57%
Curriculum and instruction specific to mathematics or science	29%	34%
Assessments that are linked to standards	25%	30%
Enabling students to meet state or district proficiency standards	40%	55%
Using student data to inform school decisions	23%	32%
Developing teachers' skills in using technology	18%	33%
Integrating technology into classroom instruction	26%	32%
Building partnerships with parents and community	37%	24%
School restructuring and governance	15%	15%
Research-based whole school reform programs	11%	17%

Source: District Questionnaire, item F7

Note: This table differs from Table A4.5 because this table reports results as a percentage of districts using Title VI funds for professional development, while Table A4.5 reports results as a percentage of all Title VI districts. Only 24 percent of all districts reported using Title VI funds for any professional development activities.

Table A9.7
Role of Constituents in Deciding How to Use Title VI Funds

	Percent of District Title VI Coordinators that Reported Constituent is a Primary Decisionmaker
Title VI administrator	41
Other district federal program administrator	13
District curriculum or instructional administrators	31
School board	9
Principals and other school administrators	33
Teachers	25
Parents	9

Source: District Questionnaire, item F4

Table A9.8
Control of Decisions about the Use of Title VI Funds

	Percent of Districts
Decisions made entirely by district	7
Decisions made mainly by districts with input from schools	32
Decisions made jointly by district and schools	37
Decisions made mainly by schools with input from district	12
Decisions made by schools	11

Source: District Questionnaire, item F5

Safe and Drug-Free Schools

Table A10.1
District Uses of Title IV Funds

Strategy	% of Title IV Districts Using Funds "A Great Deal" for Each Strategy	% of Students Enrolled in Title IV Districts Using Funds "A Great Deal" for Each Strategy
Affecting student attitudes related to drug use or violence	83	84
Responding to needs of students at high risk for drug use and violence	58	70
Improving staff knowledge and skills for preventing violence and use of alcohol, tobacco, and other drugs	47	58
Reducing bias-related incidents and improving student attitudes related to bias and prejudice	37	38
Building partnerships with parents and community	26	44
Improving discipline in classrooms or throughout schools	19	32
Providing safe havens through before-school and after-school programs	7	18
Leveraging other funds	5	17
Improving school security or providing safe zones of passage to and from school	4	11

Source: District Questionnaire, item E2

Table A10.2
Professional Development Topics Supported with District Title IV Funds

Topic	% of Districts Focusing Title IV Professional Development Activities "A Great Deal" on Each Topic	% of Students Enrolled in Districts Focusing Title IV Professional Development Activities "A Great Deal" on Each Topic
Preventing alcohol, tobacco, and other drug use and violence among students	53	64
Using student data to inform school decisions about drug and violence prevention	36	41
District or state goals or objectives for drug and violence prevention	28	37
Building partnerships with parents and community	25	40
Preventing drug use and violence among academically, ethnically, or linguistically diverse students	14	27

Source: District Questionnaire, item E7

Table A10.3
Percentage of Districts Using Title IV Funds to Support Student Participation in Prevention Activities

Activity	% of Title IV Districts Using Funds for Each Activity	% of Students in Title IV Districts Using Funds for Each Activity
Attend specialized training (e.g., peer mediation)	74	80
Serve as instructors or peer leaders in school-based projects related to drug and violence prevention	57	68
Participate in school committees, panels, or councils	48	57
Serve as instructors or peer leaders in community-based projects related to drug and violence prevention	40	50

Source: District Questionnaire, item E9

Table A10.4
Factors that Influence District Decisions About How to Use Title IV Funds

Factor	% of Title IV Districts Reporting Each Factor is "Extremely Influential"	% of Students in Title IV Districts Reporting Each Factor is "Extremely Influential"
State policies	37	43
Long-term district plan	44	46
Priorities of individual schools	31	37
Parent priorities	20	18
Rates of alcohol and drug use among school-age population	52	61
Incidences of violence and crime in schools	41	57
Results of local program evaluations	36	38
Rates of discipline problems in schools	28	43
Community-based efforts related to drug or violence prevention	26	29
Research showing that particular program models work well	26	35
Dropout rates	24	31
Student performance data	23	32
Availability of state, local, or private funds	9	14
Availability of other federal funds	6	7
Need to document use of resources for audit purposes	7	18

Source: District Questionnaire, item E3

Table A10.5
How Districts Target Title IV Funds

Funds Are Targeted To:	% of Districts Using Each Method	% of Students Enrolled in Districts Using Each Method
All schools or teachers that wish to participate	21%	23%
All schools in the district	74%	70%
Schools with low student achievement	2%	2%
Schools with high concentrations of low-income students	2%	3%
Schools that receive fewer resources from other federal programs or other sources	1%	2%
Schools identified for improvement under Title I	0%	0%

Source: District Questionnaire item E11